

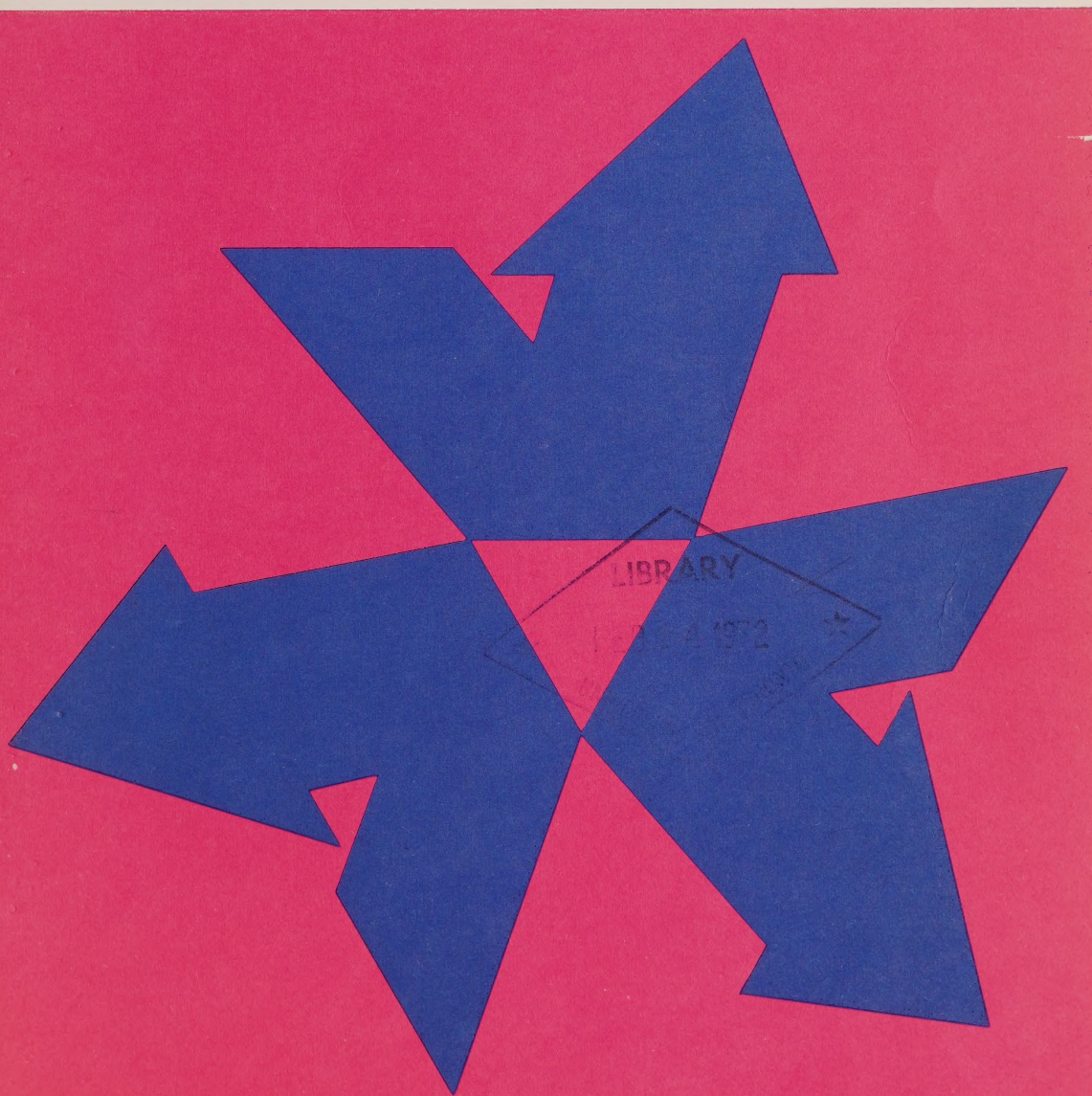


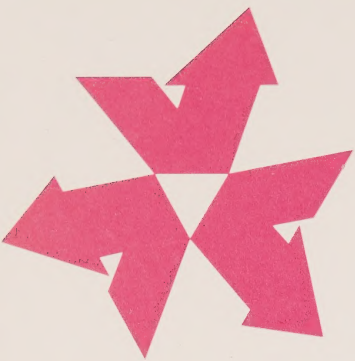
*Commission and Committee
of Inquiry*

Publications

COMMITTEE ON GOVERNMENT PRODUCTIVITY

INTERIM REPORT NUMBER THREE






INTERIM REPORT NUMBER THREE

*Report on the Structure of
Government and Interim
Recommendations to the
Executive Council*

December, 1971



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ONTARIO

TO HIS HONOUR

THE LIEUTENANT-GOVERNOR OF THE PROVINCE OF ONTARIO

MAY IT PLEASE YOUR HONOUR:

We, the members of the Committee on Government Productivity, appointed by Order-in-Council, dated the 23rd December, 1969, to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario, submit to Your Honour, herewith, a third interim report.

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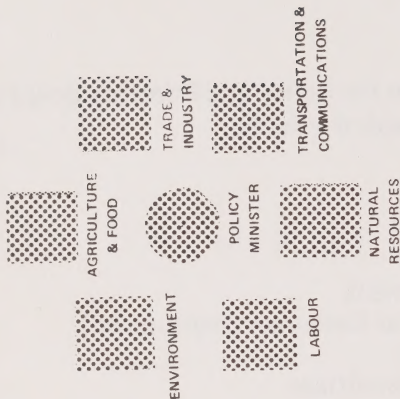
COMMITTEE ON GOVERNMENT PRODUCTIVITY
Ontario

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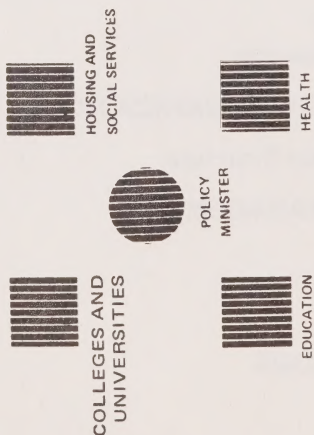
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THE NEW ORGANIZATION

ENVIRONMENT AND RESOURCES DEVELOPMENT POLICY FIELD



SOCIAL DEVELOPMENT POLICY FIELD



PRIME MINISTER



CHAIRMAN OF MANAGEMENT BOARD



ATTORNEY GENERAL



PUBLIC PROTECTION



POLICY MINISTER



CORRECTIONAL SERVICES

JUSTICE POLICY FIELD

SUMMARY

This Third Interim Report makes recommendations designed to enhance the performance of the government, Cabinet and of individual Ministers.

A basic principle of the report is that since existing social systems are in a constant and accelerated state of change, organizations themselves must adapt appropriately. Accordingly, the report suggests an organization capable of change to meet the demands of society, while at the same time being able to preserve a degree of stability.

Acknowledging Ontario's history of growth, the report puts forward four reasons for the proposed changes:

1. Ministers do not have sufficient time for policy making.
2. The organization of the provincial government has grown so large and complicated that it has become difficult to manage.
3. Because the demand for services is outstripping available revenue an improved priority-setting system is required.
4. The operation of individual government departments as separate and distinct entities is no longer appropriate to cope with issues that increasingly involve more than one department.

While some organizational change has taken place over the years, the complexity of modern life now necessitates a fundamental restructuring.

THE NEW ORGANIZATION

The report suggests structures for policy making and policy implementation and a new style of management to promote receptivity to change among both elected and appointed officials. The new structure incorporates all existing programs.

The structure would strengthen the accountability of Ministers for both the making and implementation of policy. Policy makers and program managers would also be encouraged to foresee altered circumstances and future needs and to prepare and plan for them.

This approach calls for considerable latitude and variety in management methods and organizational designs.

Policy Ministers

One important conclusion is that a new kind of Minister is needed -- one who is completely free of the responsibilities and burdens of

the chief executive of a department. Such Ministers would be called *Policy Ministers**.

The objective is to make available more ministerial time for Cabinet matters. The new Policy Ministers would be responsible for providing leadership in the development of policy in areas of public affairs for which the C.O.G.P. uses the term *Policy Fields*.

Policy Ministers, along with the Chairman of the Management Board (Treasury Board), the Minister of Finance and Intergovernmental Affairs (Treasurer) and the Prime Minister, as Chairman, would make up the Policy and Priorities Board of Cabinet. As members of that Board, Policy Ministers would assume a leadership role in developing new policies and programs and in evaluating existing ones.

A Policy Minister's freedom from administrative responsibilities is also intended to allow him to initiate improvements in the linkages between government and citizens. An important part of this process would be to explain government policy and obtain reaction from citizens.

Accordingly, the new organization would have two types of Ministers -- Policy Ministers and Ministers with program responsibilities. Having no 'super' ministerial status nor any control over the ministerial activities of his colleagues within his policy field, the Policy Minister would derive his influence from membership on the Policy and Priorities Board and the chairmanship of his policy field committee. All Ministers would have equal status in Cabinet and the right to question policy recommendations.

Ministers

A Minister would be responsible for a ministry which would be composed of a traditional department with its related agencies. He would develop policy for his own portfolio and, as a member of his policy field committee, participate in the policy-making process involving the other ministries in his policy field. The collective responsibility of a Policy Minister and Ministers within a policy field would be to examine individual policy proposals and then make recommendations to the Policy and Priorities Board.

Policy Fields

A policy field would be a grouping of ministries whose purposes are closely related and whose programs provide direct service to the public. Thus, policy issues within a policy field would be considered by the ministers in that field before recommendations are sent to the Policy and Priorities Board of Cabinet.

* Special terminology used in this summary and in the full report which follows is defined in the glossary in Appendix 3.

There would be three Policy Fields:

- ♦ Social Development
- ♦ Environment and Resources Development
- ♦ Justice.

There would be from three to six ministries in each policy field. All existing programs would continue, with some regrouping in a number of areas.

Social Development Policy Field

This would be concerned with the well-being of individuals and families in the following areas:

- ♦ intellectual development
- ♦ constant improvement of general educational programs
- ♦ physical and mental health
- ♦ social services to those unable to meet their basic needs
- ♦ community services.

The following ministries would provide the services: Colleges and Universities, Education, Health, Housing and Social Services.

Environment and Resources Development Policy Field

This policy field would be concerned with:

- ♦ industrial development
- ♦ the enhancement of the agricultural sector
- ♦ development and preservation of the province's resources
- ♦ development of labour policies in a broad economic context
- ♦ planning and development of all modes of transportation and communications
- ♦ environmental management
- ♦ provision of employment.

The following ministries would provide the services: Agriculture and Food, Labour, Natural Resources, Environment, Trade and Industry and Transportation and Communications.

Justice Policy Field

This policy field would focus on:

- ♦ the traditional responsibilities of the Government in regard to the prevailing legal system
- ♦ administration of the Courts
- ♦ the protection of the basic rights of citizens,
- ♦ the commitment by the Government to help offenders against the law to live within the law.

The Justice Policy Field would also embrace governmental activities dealing with the safety and protection of the public, including law enforcement. It would be a purpose of the Government to show visible concern for the safeguarding of basic human rights within our society.

The following ministries would provide the services: Attorney General, Correctional Services and Public Protection.

Policy Field Committees

Policy coordination would be achieved within each policy field by a policy field committee. This committee would be chaired by a Policy Minister and would include the Ministers within the policy field. These committees would review ongoing programs within the policy field and identify new program areas. Policy submissions developed by the ministries would be fully discussed in these committees before going to the Policy and Priorities Board.

The proposed membership, though obviously one of several alternatives, is held to be the most advantageous at this time.

Other Ministries

Two additional ministries would accommodate important functions and activities which do not fit logically into any of the three policy fields:

- ♦ The Ministry of Finance and Intergovernmental Affairs
- ♦ The Ministry of Revenue and Government Services.

Ministry of Finance and Intergovernmental Affairs

This ministry would be quite different in character from those in the three policy fields. The Treasurer would become the Minister of Finance and Intergovernmental Affairs and would have an integrating role similar to that of the Policy Ministers in their respective policy fields.

The ministry's primary functions would be:

- ♦ to recommend fiscal, economic, regional and intergovernmental policies
- ♦ to provide advice ensuring consistency amongst the above policies and the programs proposed by the policy fields
- ♦ to ensure appropriate financial relationships amongst the governments so that Ontario is effectively served
- ♦ to ensure coordination and consistency amongst municipal, regional, provincial, federal and international programs of the government.

The responsibilities proposed for this ministry would place a heavy load on the Minister. Parliamentary Assistants would assume some of his

responsibilities for dealing with municipalities, regional councils and delegations. They would also serve as a two-way channel of information between local governments and the Provincial Government. Another possibility that could be explored to meet the same need would be the appointment of Ministers without Portfolio, or junior Ministers, the latter not having membership in the Cabinet.

Ministry of Revenue and Government Services

The Ministry of Revenue and Government Services would collect most of the government's revenue, and would provide support services to other ministries such as office space, data processing, etc.

The ministry would manage the support services in such a way as to make quality and cost of service attractive to program managers, encouraging them to use such support services to advance the effective management of their program. Nevertheless, program managers would have more freedom to obtain service wherever criteria of cost, quality and delivery are best met. This could be in government, but outside this ministry, or in the private sector.

Much detailed planning will be needed to define the appropriate program content for each of the support service groups.

Staff Support for Policy Management

Policy management would include the Cabinet, Policy and Priorities Board, Management Board, Policy Ministers, Ministers, policy field committees and the Minister of Finance and Intergovernmental Affairs. Each would require staff support.

It is intended that their staffs should represent a reasonable balance between continuity and a regular infusion of new ideas, perspectives and approaches.

Management Board of Cabinet

Policy management and program management would be linked through common membership of the chairman of the Management Board and the Minister of Finance and Intergovernmental Affairs in both the Policy and Priorities Board and the Management Board. In addition to these two Ministers the Management Board would include at least one Minister from each policy field and the Minister of Revenue and Government Services. The Management Board would be responsible for personnel policy.

Implementation

The recommended plan for reorganization is of such dimensions that it cannot be fully implemented quickly. The detailing of the structure,

and the designing of relationships and systems required to bring it to life will rest with ministry personnel.

The implementation process should not be viewed as a one-time effort. It would, rather, be the beginning of an evolutionary process which would need to involve those within government. Some of the ideas advanced involve far-reaching changes and could take a number of years to implement fully.

Concepts for the Future

The recommended structure of government is an example of a new way of thinking about organization in terms of productivity, effectiveness, and responsiveness to the needs of both the governed and government itself. Governments must, however, be continuously aware that what is up-to-date and viable today may soon be outmoded.

For these reasons, the C.O.G.P. report outlines five possible concepts for the future, under the following titles: Ministry Offices; separation of policy formulation and program delivery; contract mechanisms; organizational decentralization; and citizen contribution to public decision-making.

INTRODUCTION

Over the past 20 years, the face of Ontario has been totally transformed. Population, the character of the economy and social life and conditions all have changed beyond recognition. In 1941, census statistics showed that roughly 40 per cent of the population lived in rural areas and 60 per cent in urban areas. The proportion in the 1966 figures, the latest available, was something under 20 per cent rural to a little over 80 per cent urban. The trend to date serves to emphasize the drain from agricultural pursuits to industrial and commercial occupations in towns and cities. So in 20 short years Ontario's economy has changed from a predominately agricultural one to that of the leading manufacturing province in the country. The gross provincial product on a domestic basis has risen from around \$5.5 billion to almost \$32 billion. Government expenditures have risen from just above a quarter of a billion dollars in 1950 to over \$4 billion in 1971.

Population has increased from just under 4,500,000 to over 7,500,000, and today it is estimated that more than a quarter of the population is represented by ethnic groups who have immigrated in those 20 years. That, in itself, is the largest immigrant total for any of the provinces of Canada in the same period. With them have come a variety of attitudes, customs and life styles, all of which in one way or another have left their mark on our social habits and living conditions.

Other influences have combined to speed the transformation. The whole phenomenon of nuclear energy is a product of this same period and Ontario has become one of its most knowledgeable users; the first space flight did not take place until 1957; and our present highly modernized education system with its rapidly growing sophistication, which developed in response to a barrage of technological advances throughout the world, virtually did not begin to take on its present form until a decade ago.

Since August, 1971, Ontario, enjoying close and highly successful trading relationships with the United States, has experienced, as keenly as any other province in Canada, the impact of the measures introduced by the Nixon Administration to correct problems in the United States economy.

Long before those events took place, the Ontario Government had built up a network of offices in other countries for the express purpose of promoting and extending trade relationships between this province and the nations concerned. This reflected a clear realization of, and response to, the completely altered character of the provincial economy.

The changed circumstances of August, 1971, have presented new challenges to Ontario's economy and the adaptability of our people will again be called into action. New directions are in the air.

The course of change which we have given in the barest of outline has taken place under a structure of government which, in its original form,

was fashioned for very different times. Of course, the methods, the policies, and the processes of that governmental structure have been modified repeatedly in a continuing effort to keep it abreast of events inside and outside the country.

However effective the process of keeping pace with change may have been — and its results are clearly evident in the story of growth and widening prosperity in Ontario throughout the period — the new situation, arising from the accumulation of social, technological, economic and demographic change in recent years, clearly required a thorough investigation and restructuring of Ontario's governmental system. That was the target given to the Committee on Government Productivity which was appointed on the 23rd December, 1969, "to enquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and effectiveness of the Government of Ontario". Two Interim Reports have already been published. The present document, the third in the series, is concerned with the organization of the Government of Ontario, which in the present context of events takes on even greater importance.

An important factor in the effectiveness of any organization is the decision-making of its senior management.

The two basic processes of management, as we defined them in our Second Interim Report (p.3), are policy-making and policy implementation. Policy-making is the process of setting objectives and allocating resources; implementation is the process of carrying out decisions that have been made.

If an existing organization is to be improved or redesigned, the objectives must be to heighten the ability of top management to see issues clearly; to make available the resources and information on which judgments among options can be based; and to embark on planned courses of action, leaving day-to-day crises and shifts in circumstances to be dealt with as subsidiary issues. To manage effectively, managers must have time and high quality of both information and counsel.

In its earlier reports, this committee made seven specific recommendations designed to achieve a significant influence on the effectiveness of Cabinet as a whole and on the resources of individual Ministers for discharging their political and managerial responsibilities. (For consistency and to avoid confusion in the reader's mind, we have preferred to use the term 'Cabinet' throughout, avoiding the use of the term 'Executive Council', even though it might have been more correct on occasion.)

These recommendations were that:

- 5.1 The Government consider the increased use of Cabinet committees and the provision of the necessary support staff.**

- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.
- 5.3 The chairmen of these committees be Ministers without operating responsibility.
- 5.4 The Cabinet establish a Legislation Committee.
- 5.5 The Cabinet establish Coordinating Committees.
- 5.6 The Cabinet committees be supported by additional secretarial resources.
- 5.7 The Cabinet accept more formalized procedures.

All these recommendations have been accepted and their implementation is now under way. It has already produced a noticeable strengthening of Cabinet's workings.

The new Policy and Priorities Board of Cabinet is concerning itself with overall government priorities and initiating policy analyses on issues which do not fit into specific departmental or agency fields. Problems, policies and programs which cross departmental lines are the subject of study by coordinating committees before recommendations are made to the Policy and Priorities Board and to Cabinet.

This Third Interim Report goes one stage further by making additional recommendations designed to enhance the performance of the Ontario Government as a whole.

The Need for Evolution in Organization

Organization provides the structure and processes which enable any operational unit to meet its objectives. To that end, organization aims to maintain order, control and coordination among the myriad activities undertaken by members of any large unit at all levels. Obviously, all this applies in even greater measure to an operational unit of the size and scope of government.

An organization is intimately bound up with the world and social system of which it is a part. It is evident that the world at large and our own immediate world in Ontario are in a condition of change which to many appears to be accelerating. All organizations must be affected by these changes, particularly government, since government not only responds to the needs of society but is itself a major agent of change.

Organizations, both public and private, tend to resist change. The fact that they are organized along precisely drawn lines contributes to a certain rigidity, which may interfere with the fulfilment of their objectives.

An organization serves not only people outside but those people who make it function. If an organization is not fully in tune with the times,

its own human operators may lack the incentive to deploy their abilities to the best effect and the organization's objectives will suffer accordingly. This is a vital consideration which we have taken into account in our design.

The purpose of this report and its recommendations is to indicate how the Government of Ontario, through a new organization, can be kept in a state of constant awareness to changes that lie ahead so that dispositions can be made to meet them before they occur.

At the same time, it is vital to recognize that, unlike some organizations, government is expected by considerable segments of the population to maintain a degree of stability. Accordingly, while always ready to respond to the changing needs of society, government must continue to make changes in an evolutionary style which avoids disruption. The organization of government must, therefore, reflect both these somewhat contradictory needs.

We have attempted to design a system which will militate against rigidity but which will be able to evolve into other organizational patterns as the needs of citizens, pressures on government and the needs of government itself change. Indeed, we hope that our proposed organization will display built-in potential for change. Its possibilities in this respect can best be realized through the initiative of those who serve it. Therefore, we have aimed to design an organization which by its nature encourages its members to sense trends for change ahead of time and to initiate the required adjustments to an evolving society.

Organization Today

The basic concept of organization of the Ontario Government has changed little over the years, but the scope and complexity of government operations and responsibilities have markedly altered. We have outlined the circumstances that brought this about.

Government has adjusted to these changes, but in its structure adjustment has been primarily one of scale. New departments have come into being and existing departments have increased in size to the point where the government today employs approximately 100,000 people in 23 departments and some 250 agencies, boards and commissions.

As stated earlier, the economic health of the province and its long history of growth indicate that government has been able to serve the people of Ontario well. Now, however, there are three telling reasons for questioning whether the traditional structure will be able to master the problems of the future.

First, there comes a point when an organization grows so large or is involved in so many complex and interrelated operations that it becomes increasingly difficult to manage, or its management takes up so much time

and effort that little or none is left for policy formulation, which is an indispensable element in any organization's activities.

Second, the demand for services is increasing at a faster rate than revenues. Cost inflation is a factor that has to be taken into account all the time. The province has moved out of a period when funds were relatively plentiful and when the demand for new programs was not as great as it is today. For the foreseeable future, the problem will be to allocate limited resources to existing and new program demands. This means setting priorities, which, in turn, could involve the termination of some programs.

Third, while in the past most of the programs in any one department could be regarded as being separate and distinct, it has become increasingly clear that this is no longer the case. For example, in building highways the Department of Transportation and Communications is, in fact, exerting an important influence on the environment, on Ontario's transportation facilities as a whole, on other forms of communication, on recreation and on regional development. Obviously, under such conditions the process of relating programs in different departments and coordinating them rises to a high level of priority.

Today, a great many of the issues with which government deals cannot be neatly compartmentalized because they cut across traditional departmental lines. Yet the existing departmental structure is almost rigidly vertical and tends to make interdepartmental coordination difficult.

The structure needed must be able to deal effectively with problems of size, of increasingly limited funds and of coordinating interrelated programs. As now constituted, the structure is based on the traditional premise that individual departments are separate and independent and their programs can be implemented without reference to their impact on, or possible conflict with, other programs.

Over the years, modifications in the structure have taken place. Additional departments have been formed to focus on specific new issues. Special purpose agencies, boards and commissions have been created. Interdepartmental committees and task forces exist in large numbers to impart greater cohesion to particular policies and programs. All these have served the province well.

Now something more fundamental than modification is needed to enable the government to grapple effectively with increasingly complex issues.

A New Form of Organization

Against the background we have sketched, this report proposes the type of organization which we believe can best fulfil the purposes of the Government of Ontario. Its primary and overriding objective is to improve the effectiveness, efficiency and responsiveness of government.

We suggest structures for both policy-making and policy implementation. Moreover, we are describing a new style of management, a new direction for government which, if it is taken, will intensify receptivity to change among both elected representatives and appointed officials. It is viewed not as a finite project but as the starting point for a continuing process of evolution.

We make no recommendations for the expansion or elimination of existing programs. The new structure is based on the assumption that the decisions as to which programs should be added, expanded, curtailed or eliminated are the proper responsibility of the government itself, not of the C.O.G.P. But we do recommend processes to improve government's capability to fulfil this responsibility.

In shaping the new organization, we kept certain objectives in mind. These can be stated quite simply. If achieved, they will exercise a profound influence on the government's ability to manage its affairs productively. These objectives are consequently the keystones to each of our recommendations. They also represent objectives for the government itself.

The new organization is designed to make it possible for the government:

- ♦ to ensure that elected representatives remain fully responsible for policy decisions and for all organizations accountable to the Legislature
- ♦ to develop fuller two-way communication between the public and the government
- ♦ to adapt, evolve and restructure itself in response to changes in the society which it serves
- ♦ to be alert to inconsistencies in policy among departments and the interrelationships among them
- ♦ to innovate in order to maintain programs at a high level of quality
- ♦ to create a system which provides the greatest possible assurance of sound decision-making
- ♦ to ensure that programs are effectively and efficiently managed
- ♦ to set priorities, based on the fullest possible information, which represent a realistic balance between genuine public need and available funds
- ♦ to encourage delegation of operational responsibility and to ensure that appointed managers have considerable freedom to decide on the means by which they achieve policy objectives.
- ♦ to ensure that Ministers and officials have numerous and varied sources of information and analysis at their disposal for decision-making.

Not all of these objectives need detailed discussion. Some require a little elaboration.

For government to evolve and adapt, policy-makers and program managers should be stimulated not only to foresee possible future needs and altered circumstances but to prepare and plan for them. Although planning for change is largely a matter of attitude and process, structure helps significantly in creating an environment conducive to change.

In the past, uniformity of organizational design and management style has been thought of as desirable, possibly because in earlier circumstances that kind of organization was easier to understand and to evaluate. However, if an organization is to be judged on its productivity and on its success in delivering programs, then variety, as opposed to uniformity, must be appreciated and encouraged.

In our view, organizations responsible for program delivery must be allowed considerable latitude and variety in the use of management methods and organizational designs. This will enable departments, branches, agencies, boards and commissions to manage themselves in ways which respond with sensitivity and precision to the needs of the public, to the organization's own operational requirements and to policy objectives.

Moreover, such an approach will lead to marked contrasts in attitudes, management styles and methods among operating units. Provided that these differences result from an underlying determination to serve the public effectively, they should be welcomed and applauded.

In any organization, alternative possibilities give rise to differences of view. Looked at constructively, this fact of life can be considered as creating opportunities rather than problems. Open discussion and evaluation of all alternatives are basic to effective policy formulation. Therefore, the new organization should be so structured that it affords maximum opportunity for alternative viewpoints to be heard and thoroughly debated.



POLICY MINISTERS

Our Second Interim Report made several recommendations for increasing the effectiveness of the processes used within the government for policy development and recommendations for setting priorities. The most important of these recommendations called for the establishment of the Policy and Priorities Board of Cabinet. This board, now in operation, has three main responsibilities. The first is to advise the Cabinet on overall Government priorities. The second is to examine all major proposals, coming from departments, task forces and Cabinet committees, with the object of evaluating their relative importance and their consistency with existing programs. In addition to new program proposals, the Policy and Priorities Board initiates reassessment of selected current programs. Another of its major responsibilities is to identify the need for, and to initiate policy analyses on, those issues which are not at present being examined by any department or agency.

Our Second Interim Report also recommended the establishment of Cabinet coordinating committees, composed of Ministers with related program responsibilities. Policies relating to such broad issues as regional development would have been fully discussed in one of these committees before being submitted to the Policy and Priorities Board and to Cabinet. These committees coordinate programs, identify gaps in service and work to resolve differences of opinion. Where such full resolution is not possible, the Cabinet as a whole is the final arbiter.

Our work has confirmed the need for this strengthened Cabinet committee system. We have, however, become convinced that it does not entirely get to the root of the problem of ensuring effective policy development and priority setting. The key problem which still remains is the one of ministerial time.

During the past decade, ministers have been faced with increasing demands on their time from both the executive and legislative branches of government. The Legislature is meeting for longer periods each year. Departments have grown larger and more complex. Constituency business and activities such as meetings with the public, speechmaking, and attendance at various functions are all demanding larger portions of time. The dilemma then, is that all these demands are piling up at the same time as the responsibilities of Ministers for such matters as policy and setting priorities are becoming increasingly complex.

Although the strengthened Cabinet committee system enables an individual Minister to use his time more productively, we have concluded that what is required, in addition, is the allocation of more ministerial time to Cabinet matters.

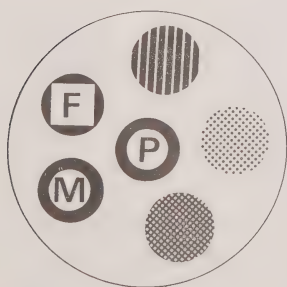
A Minister neither can nor should reduce his involvement as a member of the Legislature, as a representative of a constituency, or as a leading figure in a political party, although improvements in the programming and scheduling of a Minister's time can undoubtedly be made in all of these areas. However, his responsibility as the senior executive of a large and complex operating department does lend itself to organizational remedy in terms of freeing appreciably more of a Minister's time.

The C.O.G.P. has, therefore, reached the conclusion that a new kind of Minister is needed — one who is completely relieved of the responsibilities and burdens of being a chief executive of a department.

We propose to call these new Ministers *Policy Ministers*. They would have the responsibility of providing leadership in the development of policy for reasonably separate and distinct areas of public affairs, which we propose be called *policy fields*.

Thus, we envisage two distinct types of Ministers: Policy Ministers and Ministers with program responsibilities. A Policy Minister would not be a 'super Minister' or a member of an 'inner Cabinet' as in the United Kingdom, where such Ministers have responsibility for the policies and performance of the Ministers answerable to them. There would be no reporting relationship between a Policy Minister and the other Ministers within a particular policy field. Indeed, the Policy Minister would not have responsibility for, nor control over, a Minister's program management or his policy proposals.

Two important aspects of the Policy Minister's role would be his relationship to The Policy and Priorities Board of Cabinet and his relationships with the public.



The Policy and Priorities Board of Cabinet is composed of the Prime Minister as Chairman, the Minister of Finance and Intergovernmental Affairs, the Chairman of the Management Board and the three Policy Ministers.

Relationships to the Policy and Priorities Board of Cabinet

Policy Ministers are a key element in our proposed policy-making system. They would, in fact, constitute the Policy and Priorities Board of Cabinet, along with the Prime Minister as Chairman, the Chairman of the Management Board and the Minister of Finance and Intergovernmental Affairs. (The other responsibilities of the Minister of Finance and Intergovernmental Affairs will be discussed later in this report.)

As members of the Policy and Priorities Board of Cabinet, Policy Ministers would assume a leadership role in initiating, developing, assessing and modifying new policies and programs. It would also be part of their function to attempt to anticipate emerging issues within their policy field. Policy Ministers would announce major new policy proposals for their policy fields and would answer questions in the Legislature relating to these proposals.

The Policy Minister would have considerable influence in the policy-making process. This influence would stem from his membership on the Policy and Priorities Board and, as will be discussed later, his chairmanship of a policy field committee. Other Ministers would have the opportunity and the right to make independent presentations in support of a particular policy proposal to the Policy and Priorities Board. Policy Ministers and Ministers would have equal status in the Cabinet and would have the right and the opportunity to question any policy recommendations made to the Cabinet.

Relationships with the Public

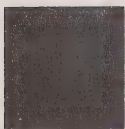
The second major aspect of a Policy Minister's role affects his relationship with the general public. Once freed from the administrative responsibilities of a portfolio, a Policy Minister would be in a position to devote considerably more time and thought to achieving improvements in the linkages between government and citizens. Such a task has always been of major importance to any government, but it is taking on added significance in a period when many citizens are no longer content to leave decision-making on public questions entirely in the hands of elected representatives.

Policy Ministers, as here conceived, would have the opportunity to spend more time expounding government policy and gathering reactions from citizens as to the effectiveness of government programs. Policy Ministers might wish to develop white papers describing existing and proposed government policy as it relates to their policy field. They might also wish to experiment with the British *green paper* concept. Unlike the white paper, a green paper is not designed as a statement of government policy. Rather, it outlines several alternative policy positions which a government is considering, and it affords an opportunity for citizens or

groups to respond. The development of green papers as a process for eliciting and recording responses would be a complex challenge requiring much time and effort, which would fit very well into the terms of reference of a Policy Minister.

Therefore, as an extension to the recommendations made in previous reports, we now recommend that:

- 8.1 Policy Ministers without operating responsibilities be appointed to devote full-time attention to setting priorities, to providing leadership in policy development, and to coordinating related programs of government within their respective policy fields.
- 8.2 The Policy and Priorities Board of the Cabinet be composed of the Prime Minister as Chairman, the Chairman of the Management Board of Cabinet, the Minister of Finance and Intergovernmental Affairs and the Policy Ministers.



MINISTERS

Having equal status with Policy Ministers in the Cabinet would be Ministers with responsibilities as chief executives of *ministries*. A ministry would include a departmental structure together with its related boards, agencies and commissions. While his main concern would be the management of the implementation of policy of his portfolio, he would also play the principal role in the development of its policy. In addition to this, he would contribute to the broader development of policy through his membership in his policy field committee. As at present, each Minister would be responsible to the public and to the Legislature for the effective carrying out of government policy by his ministry, and would be the Minister who would respond to questions relating to his ministry.



POLICY FIELDS

We have already stated that a Policy Minister, as a full-time member of the Policy and Priorities Board, would, as one of his major responsibilities, exercise leadership in the development of policy for his policy field.

In arriving at a decision as to what should constitute a policy field and what number of them should be recommended, we developed some principles to guide us in their design. We accept that there may be other, equally valid principles and that at some time in the future, owing to shifting emphasis in government priorities and programs, it may become necessary to change the content of the policy fields we recommend. In our view the policy fields we have proposed should remain stable for the time being, even though detailed analysis of functions and activities by task forces during the implementation phase may show the need for some modifications to the location of programs. Thus, the exact relocation of programs and activities would result from their detailed examination under the implementation plan put forward in this report. Subsequent program shifts within policy fields may be necessary from time to time, even after the implementation process is completed.

The principles we developed are:

- ♦ Each policy field should correspond to a major mission of government and should include those programs and activities the primary purpose of which is to achieve that mission.
- ♦ The groupings of programs should allow for full consideration of all the main issues of policy involved in the major mission.
- ♦ The policy field should include programs for which basic objectives are substantially interrelated and complementary. This will assist in the integration of policy considerations so

that when program objectives are in conflict, the conflict can be resolved within the policy field with maximum benefit to the public; for example, some issues concerned with the environment may conflict with issues related to industrial development.

- ♦ A policy field should encompass and integrate horizontal problems that go beyond the jurisdiction of individual ministries.
- ♦ Each policy field should be as self-contained as possible.
- ♦ Some policy issues will involve considerations in other policy fields. It will, therefore, be necessary to develop linkages between policy fields so that such issues can be considered. The recommended links are discussed in detail later in this report.

Initially six major policy fields were identified. On further analysis, these were amalgamated into three. Some programs which could not be included within any policy field are dealt with separately in this report.

The three policy fields we recommend encompass most of the Ontario Government's programs and activities. They are:

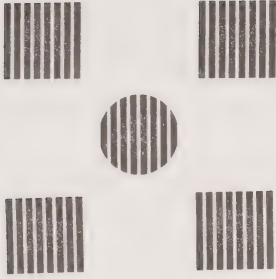
- ♦ Social Development
- ♦ Environmental and Resources Development
- ♦ Justice

The programs proposed for these policy fields are concerned with the delivery of services to the public, and each of the fields is substantially independent.

It also was necessary to establish how many ministries should be included in each policy field. These vary from a minimum of three to a maximum of six. We were governed by no preconceived ideas as to the appropriate number; it was, however, considered desirable that the total number of Ministers in the Cabinet, including Policy Ministers, should not exceed the existing figure.

We reviewed the current and ongoing responsibilities of the departments that would most likely be included within each policy field, investigating also their regional and local capabilities.

In some instances, our analysis also revealed the need to take into account functional areas serving important client groups as well as departmental activities which historically have been of special importance to the public.



Social Development Policy Field

This policy field would be concerned with the well-being of individuals and families and would foster the development of favourable social conditions for the citizens of the province.

In arriving at our recommendations for this field, we analyzed all those provincial programs generally relating to social development which are directed towards the detection, prevention or treatment of social problems and the social betterment of the citizens of Ontario.

This policy field would make it possible to focus on, and allow for, effective policy decisions in the areas of:

- ♦ the provision of constantly improving general educational programs to offer scope for the intellectual growth and development of citizens
- ♦ the maintenance and improvement of physical and mental health, including medical and hospital insurance services
- ♦ the provision of social services to individuals and families unable themselves to meet their basic needs
- ♦ community services embracing cultural activities and recreation
- ♦ residential care and other services for elderly people
- ♦ housing and rental accommodation.

The provision of services within this policy field could be met organizationally by establishing the following ministries:

Colleges and Universities
Education

Health
Housing and Social Services.

Our studies to date indicate that the new ministries should include programs and activities from the following existing departments:

in their entirety

College and University Affairs
Education
Social and Family Services

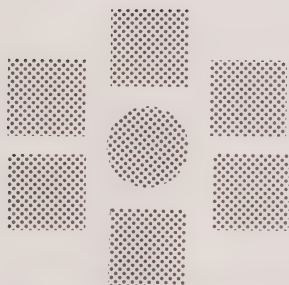
most of the programs of the Department of Health

and some from the departments of

Agriculture and Food
Labour
Provincial Secretary and Citizenship
Tourism and Information and the
Ontario Housing Corporation from Trade and Development.

Accordingly, we recommend that:

8.3 A Social Development Policy Field be established containing the following ministries: Colleges and Universities, Education, Health, and Housing and Social Services.



Environment and Resources Development Policy Field

This policy field would focus on policy development in the areas of:

- ♦ industrial development
- ♦ enhancement of the agricultural sector
- ♦ development and preservation of the province's resources
- ♦ development of labour policies in a broad economic context
- ♦ planning and development of all modes of transportation as well as communications within Ontario
- ♦ environmental management.

The policy issues in this policy field would be oriented towards a planned development of provincial resources in the broadest sense. This would include the consideration of issues relating to pollution control, provision of employment and availability of both services and opportunities for outdoor recreation.

The policy field facilitates the resolution of conflicts which exist within the group; for example, between development of resources and protection of the environment. Similarly, there are potential areas of conflict between the needs of conservation and transportation and between the growth of industry and commerce and demands for parks and opportunities for outdoor recreation. The fact that these conflicts may arise within the same policy group should facilitate rational policy formulation.

In particular, this grouping of programs and activities should assist policy making because the policy field would:

- ♦ integrate activities primarily oriented to industrial development and economic growth
- ♦ try to resolve conflicts between agricultural and industrial objectives to help ensure the continuation of a viable and prosperous agriculture in the province, in both human and economic terms
- ♦ allow for greater involvement by organized labour in helping to develop policies relating to economic growth and in the resolution of conflicts which may arise from those policies
- ♦ assure planning of transportation modes and of facilities relevant to economic development, social impact and environmental effects
- ♦ deal with environmental considerations as an integral aspect of economic growth
- ♦ plan the development, utilization and conservation of our natural resources, including forest and mineral products, fish and wildlife, parklands and energy sources
- ♦ protect the Crown Land of Ontario.

The provision of services within this policy field could be met organizationally by establishing the following ministries:

Agriculture and Food
 Environment
 Labour
 Natural Resources
 Trade and Industry
 Transportation and Communications.

Our studies up to the present indicate that the new ministries should include programs and activities from the following existing departments:

in their entirety

Environment
Lands and Forests

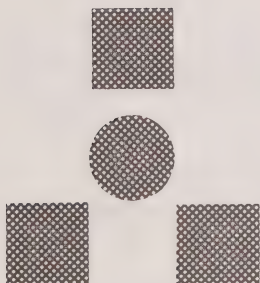
most of the programs of the departments of

Agriculture and Food
Labour
Mines and Northern Affairs
Tourism and Information
Trade and Development
Transportation and Communications

and some from the Department of Health.

We therefore recommend that:

- 8.4 An Environment and Resources Development Policy Field be established containing the following ministries: Agriculture and Food, Environment, Labour, Natural Resources, Trade and Industry and Transportation and Communications.**



Justice Policy Field

This policy field would focus on the traditional responsibilities of the government in regard to the established legal system and the administration of the courts, as well as on the protection of the basic rights of the citizens of the province. It would also undertake those activities which ensure a commitment by government to help those who have contravened the law to live within the law.

At present, the Attorney General, as the chief law officer of the Crown, is responsible

- ♦ on behalf of the Crown for the prosecution of offenders
- ♦ for advising the government on all matters of law relating to the protection of the public.

In view of these and other responsibilities and, in particular, because the Attorney General has a constitutional responsibility for the aspects of government related to law, provision has been made to include these activities in the Justice Policy Field.

However, the traditional legal system would not be the only component of this field. The legal system is not always perceived by the public as being representative of society's concept of justice and fair play. It is important to give breadth and depth to the more popular concept and ensure that this be emphasized in the Justice Policy Field. Consequently, this field includes governmental activities dealing with the safety and protection of the public, including law enforcement, and those other government activities which take account of society's obligations toward individuals who have run afoul of the law. There would also be a visible responsiveness on the part of government to contemporary concepts of safeguarding basic human rights within our society.

The policy field would ensure consideration of:

- ♦ legal policies in regard to all programs of the government
- ♦ the coordination and integration of policy decisions relating to legal and quasi-judicial issues
- ♦ areas of conflict which may arise from differing philosophical approaches, for instance, between law enforcement and corrections
- ♦ basic rights of individuals within our society
- ♦ basic rights of the public which collectively forms society
- ♦ trends in social justice
- ♦ human behaviour and the findings of the social sciences, as these relate to law and justice.

The provision of services within this policy field could be met organizationally by establishing the following ministries:

Attorney General
Correctional Services
Public Protection.

Our studies to date indicate that the new ministries should include programs and activities from the following existing departments:

in their entirety

Correctional Services
Financial and Commercial Affairs
Justice and the Attorney General

and some from the departments of

Labour
Mines and Northern Affairs
Provincial Secretary and Citizenship
Tourism and Information
Transportation and Communications
Treasury and Economics.

We recommend, therefore, that:

- 8.5 A Justice Policy Field be established containing the following ministries: Attorney General, Correctional Services, Public Protection.**

Policy Field Committees

The establishment of Policy Ministers and policy fields is a natural development from our recommendation in the Second Interim Report calling for coordinating committees of the Cabinet.

A further extension of these recommendations would be to establish *policy field committees* composed of the Ministers within their respective policy fields under the chairmanship of their Policy Minister.

We recognize that the membership proposed for policy field committees is only one of several alternatives. However, we feel that it is desirable at this time that the membership of these committees consist of all Ministers in a particular policy field. This arrangement would have the following benefits:

- ♦ Policy field committees would provide, through the respective Policy Ministers, a clear and ongoing system of links between the Policy and Priorities Board and the operating programs of government.
- ♦ The committees would establish a regular forum in which Policy Ministers, Ministers, and their senior officials could discuss issues which affect more than one ministry within their policy field.
- ♦ Policy field committees would provide a formal mechanism for ensuring that conflicts between ministries are examined and that the resolution of these conflicts is based on well-developed and documented arguments.

The process by which the Cabinet and its policy field committees would consider policy submissions is discussed in Appendix 2.

Accordingly, we recommend that:

- 8.6 Policy field committees of Cabinet be established. In each case, the membership of these committees would be all of the Ministers within a particular policy field, chaired by their Policy Minister.**

MINISTRIES OUTSIDE POLICY FIELDS

There are a number of important functions and activities involving broad policy considerations which do not fit logically into any one of the three policy fields and which do not themselves warrant the creation of a policy field. In order to facilitate the proper management of these functions and activities, we are recommending the formation of two new ministries:

- ♦ Finance and Intergovernmental Affairs
- ♦ Revenue and Government Services



Ministry of Finance and Intergovernmental Affairs

The Ministry of Finance and Intergovernmental Affairs is quite different in character from the ministries in the three policy fields previously discussed, in that its primary functions are:

- ♦ to maintain a suitable balance among the policies of several governments which affect the people of Ontario
- ♦ to ensure appropriate financial relationships among the different governments so that they can effectively serve the people of Ontario
- ♦ to develop recommendations for overall fiscal, economic, regional and intergovernmental policies and to provide information and advice so that programs within the three policy fields are consistent with these policies.

Such a ministry would also help to ensure that the many municipal, regional, provincial, federal and international programs and activities of the government are properly related, coordinated and consistent with overall government policies and priorities. In part, this function is an extension of the existing role of the Treasurer of Ontario.

The role of the Treasurer would be expanded to include all of the above functions and, as head of this ministry, he would now be called the Minister of Finance and Intergovernmental Affairs. Thus, the Minister would have an integrative role similar to that played by the Policy Ministers in their respective policy fields. It is because of this role that this Minister would be a member of the Policy and Priorities Board.

In addition to his integrative role, the Minister would be responsible for preparing and signing the Government's financial statements. His advice would help form the broad budgetary and fiscal plan adopted by

the Government which would be the context within which the estimates of individual ministries would be prepared.

Federal-Provincial Relations

Relations with the Federal Government involve major and increasingly complex jurisdictional and fiscal issues which have a crucial bearing on the policy formulation and planning processes of the Provincial Government.

If the citizens of Ontario are to derive maximum benefit from federal and provincial policies and programs, it is essential that these complement each other with a minimum of conflict. This objective calls for a continuing and complex process of consultation and negotiation. Although the main responsibility for federal-provincial relations is and must remain with the Prime Minister and Cabinet, there is a day-to-day process of intergovernmental coordination which requires considerable attention from a multi-disciplinary group of professionals, who advise Cabinet on a multitude of problems that cut across several departments. Fundamental fiscal questions of "how much" and jurisdictional questions of "how far" must be continually assessed and answered.

In present circumstances, provincial affairs are greatly influenced by the social, fiscal and economic policies of the Federal Government. There are also issues which, under the existing constitutional separation of powers, require the cooperation of different levels of government. Accordingly, it will be increasingly important for the Provincial Government to have the strongest possible influence on the federal decision-making process.

The Ministry of Finance and Intergovernmental Affairs would have the responsibility for developing and maintaining the policy coordination machinery among the various levels of government. Policy submissions arising from this responsibility would be directed to the Policy and Priorities Board.

The existence of the Ministry of Finance and Intergovernmental Affairs should not preclude existing direct relationships between provincial departments and federal departments from continuing. However, the Ministry of Finance and Intergovernmental Affairs would constantly monitor these relationships, be explicitly and currently informed of them and be in a position to offer advice on a daily basis.

Relations with Local Governments

The relationship between the Ontario Government and local governments in the province has changed considerably in recent years.

In constitutional terms, municipalities are created by provincial statute. In the past, the province, through program developments, has provided services in support of local government in the form of a large

number of conditional grant programs. As a result, local governments have been attracted to certain programs to which they might not have accorded high priority, if such financial assistance had not been made available. Since conditional grants rarely cover total program costs, the limited resources of local governments have tended to become diverted from other valuable uses. Conditional grants, then, tend to limit choice and distort local priorities. Some alternatives to conditional grants need to be examined to provide for greater flexibility on the part of local governments.

Today the trend is toward decentralization through the regional development and regional government concepts. More grants are being made unconditional so as to give municipalities the freedom to allocate resources in ways which meet local needs within the framework of overall provincial policies. Thus, in some areas, the Provincial Government seems to be moving away from grants for specific programs in the direction of a primary concern with broad financial strategy, leaving local governments with increased flexibility in the choice of programs. Moreover some regional governments, such as Ottawa-Carleton, Niagara and Metropolitan Toronto, have been created to modernize the structure of local government. While this shift to decentralization allows local governments to be more responsive to local needs, it adds in great measure to the problems of coordination.

There are problems in the cities, and of the cities. Examples are land use, poverty, industrial location incentives, pollution, and transportation. This is not to suggest that policy issues related to urban growth are restricted to the cities. On the contrary, urbanization impinges as much on the rural areas of Ontario as on its urban areas. The interrelationship of urban and rural problems must be recognized.

The Federal Government's policies and programs also address themselves to problems in and of the city in such fields as the financing of housing, airport location, agricultural and regional development policies, to cite only a few of many. Through its Minister of State for Housing and Urban Affairs, the Federal Government has taken a step toward even greater involvement in city affairs. Clearly, the Government of Ontario must be in a position to harmonize the activities of its own ministries with those of municipal and regional governments and the federal authorities. The present structure does not provide the Ontario Government with this assurance of coordination. Ministers and their officials, because of their preoccupation with immediate problems, simply cannot have knowledge of the totality of issues involved.

Great progress has been made in some areas, for example, in the formulation of broad policies for regional development and the structural reform of local government, but even here much more emphasis must now be placed on coordinated implementation of policy. It is essential that those departments now involved in policy issues relating to regional development and regional government be effectively coordinated, both for the formulation and implementation of policy.

To achieve this coordination, the Minister of Finance and Intergovernmental Affairs should be responsible for recommending policy relating to regional government and regional development and provide leadership in the development of this policy in concert with the other Ministers. In both these areas, he would coordinate with the appropriate Ministers and policy field committees as required. Policy submissions on regional development and regional government issues would be directed to the Policy and Priorities Board.

Since intergovernmental relations are so closely related to economic and fiscal matters on which many policy and priority decisions hinge, this ministry could operate as part of the Policy and Priorities Board. There are two telling contrary arguments:

- ♦ It is inappropriate for the Policy and Priorities Board to concern itself with the mass of detail involved in the assessment of fiscal and intergovernmental issues.
- ♦ If the Policy and Priorities Board were given the responsibility for this ministry, it could not easily maintain its impartial and neutral role.

It is for these reasons that we see the need for a separate ministry. It would provide advice to achieve policy consistency and would participate in the Ontario Government's negotiations relating to revenue sharing and other jurisdictional matters. This ministry would have the prime responsibility for providing policy advice on international matters but would not necessarily be responsible for the mechanisms or the protocol involved in carrying them out.

It is evident that the responsibilities proposed for this ministry would place a heavy load on the Minister. There are methods of limiting such pressure. The most appropriate method, we believe, would be to provide assistance to the Minister to enable him to concentrate on the formulation and integration of policy rather than on the operation of programs. It would also be advisable for him to have help in maintaining necessary contacts with a great variety of persons and organizations.

Accordingly, the Minister would be well served by the appointment of two or more Parliamentary Assistants who would report to him and be supported by his staff. These Parliamentary Assistants would fulfil a variety of functions, one of which could be to provide opportunities for a two-way flow of communication between local governments and the Provincial Government. They would not be members of the Cabinet but could assist the Minister in both his external relationships and his policy-making role. Alternatively, similar support functions could be allocated to Ministers without portfolio, or to junior Ministers, the latter not having membership in the Cabinet.

This ministry would include:

most of the programs and activities of the Departments of

Municipal Affairs and
Treasury and Economics

and some of the programs and activities of

Mines and Northern Affairs
Provincial Secretary and Citizenship.

While most of the programs from the Department of Municipal Affairs and Treasury and Economics would become part of the Ministry of Finance and Intergovernmental Affairs, nevertheless in order to relieve the Minister of as many operating responsibilities as possible, we suggest that a number of operating programs be moved to other ministries. For example, we propose that the administration of the provincial assessment program move to the Ministry of Revenue and Government Services.

We therefore recommend that:

8.7 A Ministry of Finance and Intergovernmental Affairs be established.

8.8 Parliamentary Assistants be appointed to assist the Minister of Finance and Intergovernmental Affairs.



Ministry of Revenue and Government Services

Earlier in this report, the C.O.G.P. defined a policy field as a “reasonably separate and distinct area of public affairs” and allocated the majority of the government’s programs, all providing service to the public, to three policy fields. However, there are certain programs which are not concerned with the delivery of services to the public. Examples of these are collection of taxes, licence fees, etc. Other programs involve common services to the government, such as supply, real estate, data processing. We have concluded that the management required for programs of this kind is different from that which is appropriate for the policy fields and calls for a structure of its own. We, therefore, have placed these programs in a separate ministry, which is not part of any policy field.

This ministry, to be called the Ministry of Revenue and Government Services, would have two main but separate missions. First, the ministry would be responsible for collecting most of the revenue coming into the government. Second, it would provide certain support services to the other ministries of the government. All the services provided by this ministry would be of the kind which would benefit from central management resulting in some economies of scale. Each of the two functions could be

headed by a deputy minister. This separation of duties would ensure a clear distinction between the two areas of responsibility.

For the support function, the philosophy of service to program managers should be paramount. Since program managers are held accountable for program results and for efficient deployment of resources, the use of the ministry's services would, to a large degree, be discretionary. It would be the responsibility of the ministry to manage common services such as supply, real estate and data processing in such a way as to make quality of service and economies of scale attractive to program managers, who in turn should be encouraged to use the common services when this fits in with effective management of their programs. But program managers must be in a position to acquire service wherever criteria of cost, quality and delivery are best met, either in the government, but outside this ministry, or in the private sector.

The philosophy of service would be encouraged if the following guidelines were followed:

- ♦ Charges for services provided by the ministry should be levied, wherever possible, on a full cost basis.
- ♦ A diversity of organizational forms for service units should be encouraged to ensure close adaptation of each service to its particular role. Diversity would include the delegation of certain services to units within ministries where special expertise exists.
- ♦ Controls should be exercised by the Management Board which should also provide a forum for resolving major conflicts with other ministries. No element of control should be involved through the supply of services to managers.

The Minister of Revenue and Government Services should be a member of the Management Board. In most cases, common service policy would be developed by the ministry, subject to the approval of the Management Board.

We have dealt broadly with the type of activities which could be incorporated within this ministry. Their precise specification and scope will have to take into account recommendations contained in other C.O.G.P. studies. The new ministry would probably include programs and activities from the following departments:

in their entirety

Public Works
Revenue

some from the Departments of

Municipal Affairs
Treasury and Economics

and some functions of the Treasury Board Secretariat.

Much specific organizational planning will be needed to define the appropriate program content for each service group and a major organization development process will be required to make the philosophy of service a reality.

We therefore recommend that:

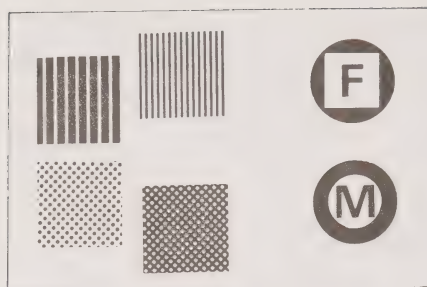
8.9 A Ministry of Revenue and Government Services be established, with primary responsibility for:

- a) administering the collection of revenues, and
- b) the provision of common services.

8.10 The Minister of Revenue and Government Services be a member of the Management Board.

8.11 The following principles be applied in the delivery of common services:

- a) policy and standards on the delivery and use of common services be approved and promulgated by the Management Board;
- b) charges for services provided by the Ministry of Revenue and Government Services be levied to customer ministries on a full-cost basis;
- c) ministries be allowed to obtain services within or outside the government;
- d) some of the common services need not be centralized under the Ministry of Revenue and Government Services but could be delegated to units within ministries that have specialized expertise.



The Management Board of Cabinet would include a full-time Chairman, the Minister of Finance and Intergovernmental Affairs, the Minister of Revenue and Government Services and a Minister from each policy field.

MANAGEMENT BOARD OF CABINET

In our Second Interim Report, we recommended that the Treasury Board, which we propose to call the Management Board of Cabinet, have a full-time Chairman and that he be a member of the Policy and Priorities Board. Moreover, we suggested that close linkages between these two senior Cabinet committees are desirable and could be achieved by making both the Chairman of the Policy and Priorities Board and the Treasurer members of the Management Board.

The main link now is the Treasurer, who is a member of both the Management Board and the Policy and Priorities Board. Since our Second Interim Report, the Prime Minister has assumed the chairmanship of the Policy and Priorities Board and it would not be realistic, given the demands of his office, to expect him to be a member of the Management Board as well. Nevertheless, close linkages can still be achieved by the appointment of the Minister of Finance and Intergovernmental Affairs to the Management Board. Among other things, this facilitates the roles which should be played by that Minister in the Management Board's annual process for estimating ministerial expenditures and in the Policy and Priorities Board's priority-setting process.

The Management Board, it is proposed, would be composed of its Chairman, at least one Minister from each of the policy fields, the Minister of Finance and Intergovernmental Affairs and the Minister of Revenue and Government Services. This would mean that the Management Board would be linked to the Policy and Priorities Board by their having two Ministers in common, and to each policy field by at least one Minister in common.

Another channel to a close and continuous relationship between policy-making and program management would be through the analytical support which the Management Board Secretariat would provide to ministries, to policy field committees and to the Policy and Priorities Board. This will be touched on in a later section describing the support proposed for policy management.

Accordingly, we recommend that:

- 8.12 The Management Board consist of a full-time Chairman, at least one Minister from each policy field, the Minister of Finance and Intergovernmental Affairs, and the Minister of Revenue and Government Services.**

The Management of Program Resources

To implement programs ministries need to acquire personnel, equipment, supplies and services. The Management Board would provide ministries with leadership, guidance and regulations on quality and quantity, as well as on the methods of acquisition of resources.

Opinions differ as to the degree of desirable regulation and control. At one extreme, it is held that the Management Board should be the overall manager, responsible for determining the details of resources acquisition. At the other extreme, the ministries are looked upon as managers in their own right. The latter viewpoint is popular today, if for no other reason than that the sheer size of government makes it difficult to prescribe in every case how ministries should manage their resources.

Total freedom to choose both the kind of and use to which particular resources are put is rare in any enterprise, either public or private. Some form of control is exercised in most organizations. For example, such administrative services as pay and collective bargaining are usually centralized, leaving subordinate units no voice in their administration. The search for the optimum allocation of responsibilities continues.

In this search, government faces an additional constraint brought about by the limitations which the parliamentary system imposes on Ministers. The Cabinet is responsible to the Legislature for the fair treatment of public servants; it is responsible for ensuring that the accommodation provided to its public servants and that the costs incurred are acceptable to the public. The Cabinet is also responsible for ensuring that economy and honesty are practised in the purchasing of resources. Lastly, the Cabinet is responsible to the Legislature for the actions of ministries and for the handling of funds entrusted to them.

It follows, then, that the Cabinet must maintain some control over the use of resources by ministries.

One of our main considerations in modifying the Management Board and its functions was that it have primary responsibility for establishing the ground rules under which ministries acquire and use resources. Moreover, as a general principle we believe it inappropriate that the same organizational unit should provide both service and control. One disadvantage in this area is that a ministry using a management consulting service within the government might find it difficult to negotiate with a

supplier, in this case the Management Board, who is also the maker of the ground rules.

Within this broad framework we can discuss the proposed structures to support the Management Board. We discuss in some detail the proposed structure to support the management of personnel services; and in lesser detail the structures to support the management of the financial and other resources for which the Board makes policy.

The Management of Personnel

Our Second Interim Report suggested that the Management Board should have responsibility for establishing personnel policies.

The total effect of arrangements made in the meantime is that the Civil Service Commission, supported by the Department of Civil Service, is now responsible for recommending personnel policy to the Management Board. Under the same arrangements the chairman of the Civil Service Commission has been appointed deputy minister of the Department of the Civil Service.

Some of the major functions of the Civil Service Commission are:

- ♦ to protect the merit principle
- ♦ to provide the staff support needed for establishing personnel policy
- ♦ to administer the pay and classification system
- ♦ to undertake collective bargaining
- ♦ to provide personnel services, such as recruiting and staff training programs.

Two additional improvements can be made to the present structure for the management of personnel. First, qualified Commissioners from outside the Public Service could be added to the Civil Service Commission. The Public Service Act provides for this possibility. The appointment of one or more outside persons to the Civil Service Commission would permit the infusion of different perspectives and expertise.

Second, the existence of the Department of the Civil Service and the Civil Service Commission gives rise to a great deal of confusion. This could be cleared up if the department were discontinued and its staff were absorbed by the Civil Service Commission. Under the new structure, there would be no need for a deputy minister, as the Chairman of the Civil Service Commission would be the senior official of the staff supporting the Management Board for personnel matters.

These structural changes would have two main implications. One would be that the Chairman of the Management Board would have two senior officials reporting to him, namely, the Chairman of the Civil Service

Commission for personnel policy and the Secretary to the Management Board for policy for all other resources. Integration of personnel policy with other administrative policy would take place within the Management Board.

The second would be that the Civil Service Commission would continue to be responsible for protecting the merit principle, as well as for providing the Management Board with staff support on personnel policy.

The Civil Service Commission would support the Management Board for such centralized personnel functions as collective bargaining, pay and classification, and manpower planning. In addition, it would continue to provide personnel services to ministries, such as staffing and recruiting; ministries would have the option of purchasing these services from the Civil Service Commission, providing them themselves, or purchasing them from outside the government. Whichever option is chosen, program managers would bear the full cost.

We recognize that the idea of retaining within the Commission the prime responsibility for providing personnel services to ministries runs counter to our principle of separating service from control. However, it seems to us desirable that the Commission continue to be the main supplier of personnel services, at least for one or two years, while the recommendations of the C.O.G.P. report on the Utilization of Human Resources are being implemented. At some future date, the supply of personnel services by the Civil Service Commission should be reviewed with the object of transferring specific service responsibilities to the Ministry of Revenue and Government Services.

We therefore recommend that:

- 8.13 The Chairman of the Civil Service Commission report to the Chairman of the Management Board.**
- 8.14 The Department of the Civil Service cease to exist and that its staff become the staff of the Civil Service Commission.**
- 8.15 The Chairman of the Civil Service Commission cease to be known as the deputy minister of the Department of the Civil Service, but that he continue to have deputy minister status.**
- 8.16 One or more Commissioners with personnel expertise be appointed to the Civil Service Commission from outside the Public Service.**
- 8.17 The Civil Service Commission continue to provide advice on personnel policy to the Management Board and personnel services to ministries. Ministries be allowed to provide such personnel services as recruiting**

and staff training for themselves or be given the option of purchasing such services either from the Civil Service Commission or from outside government.

- 8.18** The decision to leave the central supply of personnel services within the government with the Civil Service Commission be reviewed by the Management Board within 5 years, with the object of transferring some of those services to the Ministry of Revenue and Government Services.

The Management of Other Resources

The Management Board would also be responsible for policy on common services, program analysis, the consolidation of ministerial estimates, management improvement and overall organizational design. In carrying out these functions it would be supported by the Management Board Secretariat.

As stated earlier, the Management Board should have primary responsibility for establishing the ground rules under which ministries acquire and use resources. In accordance with the principle of separating service from control we recommend that the management consulting function, now located in the Management Services Division of the Treasury Board Secretariat, to be transferred to the Ministry of Revenue and Government Services.

Accordingly, we recommend that:

- 8.19** The Management Board restrict itself to control functions and that all service functions, except those affecting personnel, be transferred to the Ministry of Revenue and Government Services.

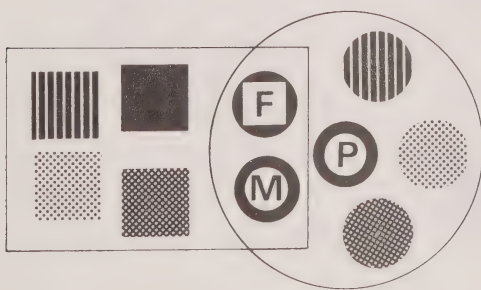
SOME IMPLICATIONS OF THE NEW ORGANIZATION

It is axiomatic that the Cabinet is the focal point for the policy-making process. To make both the Cabinet and this process more effective, three major departures from the traditional Cabinet structure were needed. First, the establishment of a Policy and Priorities Board to develop a strategic policy framework into which all government programs would fit. This Board is already in operation. Second, we now propose the appointment of Policy Ministers free from the burden of administering a department so that they can concentrate on the development of policy and priority setting. Third, we propose the grouping of programs and activities into reasonably self-contained areas which we call policy fields, with the object of improving policy formulation.

The Policy and Priorities Board of Cabinet would now be made up of:

- ♦ the Prime Minister, as Chairman
- ♦ the Chairman of the Management Board
- ♦ the Minister of Finance and Intergovernmental Affairs
- ♦ the Policy Minister for Social Development
- ♦ the Policy Minister for Environment and Resources Development
- ♦ the Policy Minister for Justice.

This membership would closely link the functions of policy development, priority setting and management. For example, the Policy and Priorities Board and the Management Board would be linked by the common membership of the Minister of Finance and Intergovernmental Affairs and the Chairman of the Management Board. Similarly, there would be at least one Minister from each policy field on the Management Board and a Policy Minister from each policy field on the Policy and Priorities Board.

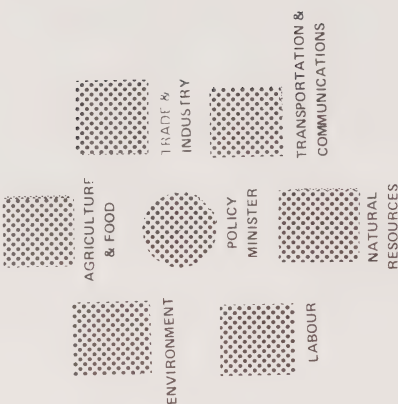


The Policy and Priorities Board is linked to Management Board by the membership on both of the Chairman of the Management Board and the Minister of Finance and Intergovernmental Affairs.

A Policy Minister's influence would flow from his membership on the Policy and Priorities Board and his chairmanship of a policy field committee. The Board would submit recommendations to Cabinet as a whole for final approval. All Ministers would have equal status in Cabinet

ENVIRONMENT AND RESOURCES DEVELOPMENT POLICY FIELD

SOCIAL DEVELOPMENT POLICY FIELD



PRIME MINISTER



CHAIRMAN OF MANAGEMENT BOARD



MINISTER OF FINANCE &
INTERGOVERNMENTAL AFFAIRS



ATTORNEY
GENERAL



PUBLIC
PROTECTION



POLICY
MINISTER



CORRECTIONAL
SERVICES

and a Policy Minister would not have responsibility for, nor control over, program management or his submission of policies to Cabinet.

Individual Ministers would be responsible for their ministries and accountable to the Cabinet and to the Legislature for their operations. Ministers within a policy field would meet with their Policy Minister, as a committee of Cabinet, to deliberate on policy issues.

The proposed new Cabinet would, then, become:

| | Proposed | Now |
|--|----------|---------------|
| Prime Minister | 1 | 1 |
| Policy Ministers | 3 | 0 |
| Minister of Finance and Intergovern- mental Affairs | 1 | 1 (Treasurer) |
| Chairman of the Management Board | 1 | |
| Ministers | 13 | 19 |
| Minister of Revenue and Govern- ment Services | 1 | 0 |
| Ministers without Portfolio | | 3 |
| | <hr/> 20 | <hr/> 24 |

Ministers without portfolio or Parliamentary Assistants, would assist the Minister of Finance and Intergovernmental Affairs in the discharge of his responsibilities.

Support to Policy Ministers would be provided by small, senior staff groups. Some members would be seconded from within the Public Service and some might be seconded or recruited from outside the Public Service, all on renewable term appointments. These support groups should not be large since the bulk of the analytical work would be done by the Management Board Secretariat, the Ministry of Finance and Intergovernmental Affairs, and the ministries. The Cabinet Secretariat would also be small. Indeed, a deliberate attempt should be made to keep all of the secretariats small and staffed by highly motivated, qualified personnel. The Policy and Priorities Board would be supported by the Cabinet Secretariat and by an advisory and support group made up of senior officials.

Within the policy fields, ministries would be grouped as follows:

| Ministry | Policy Field |
|-----------------------------|--------------------|
| Colleges and Universities | Social Development |
| Education | |
| Health | |
| Housing and Social Services | |

| Ministry | Policy Field |
|-----------------------------------|--|
| Agriculture and Food | Environment and Resources Development |
| Environment | |
| Labour | |
| Natural Resources | |
| Trade and Industry | |
| Transportation and Communications | |
| Attorney General | Justice |
| Correctional Services | |
| Public Protection | |

The ministries not included in any of the policy fields are:

- ♦ Finance and Intergovernmental Affairs
- ♦ Revenue and Government Services.

Impact of the Ministerial Structure

The development of the new ministerial structure assumes that all existing programs would continue in operation, with some regrouping in a number of areas.

In some cases, such as Health, Education and Colleges and Universities, the new ministries would absorb existing departments virtually in their present form. While there might be important shifts in specific program responsibilities for these ministries, such as the transfer of environmental health matters from the Department of Health to the Ministry of the Environment, the main focus remains very much intact. This is true also of the Department of Agriculture and Food. The main responsibilities of agricultural marketing, production and research, as well as agricultural rehabilitation and development (A.R.D.A.), would be incorporated into the proposed Ministry of Agriculture and Food. The educational programs and those activities relating to community centres would be placed respectively in the Ministry of Colleges and Universities and the Ministry of Housing and Social Services.

In other cases, such as in the Ministry of Natural Resources, where the principal functions of the Department of Lands and Forests and the Department of Mines and Northern Affairs would be brought together, the essential changes are obvious. As part of the same process, the programs of the Department of Financial and Commercial Affairs would be assigned to the Ministry of Public Protection.

Some departments would disappear as focal points for policy development or program delivery. In the case of the Department of Municipal Affairs, the Department of the Provincial Secretary and Citizenship and the Department of Tourism and Information, a major redistribution of programs into different policy fields is proposed. Their

main functions are not considered sufficiently distinct from those of other new ministries to warrant a separate ministry. For example, some programs of the Department of the Provincial Secretary and Citizenship are closely related to the public protection aspects of justice and to the community emphasis of the Ministry of Housing and Social Services. With regard to Municipal Affairs, the relationships between the province and municipalities are strongly associated with taxation, fiscal policy, regional development and regional government. All these matters fall within the purview of the Minister of Finance and Intergovernmental Affairs who is better placed to handle them on an integrated basis.

The promotional activities of the Department of Tourism and Information would be consolidated with those of the Department of Trade and Development in the proposed Ministry of Trade and Industry. Activities primarily relating to parks, such as those in the St. Lawrence Parks system, together with parks from the Department of Lands and Forests, would be brought together in the Ministry of Natural Resources. The Department of Public Records and Archives presently reporting to the Minister of Tourism and Information would become a part of the Ministry of Colleges and Universities.

The Department of Labour would also be significantly affected and would be concerned primarily with industrial relations and employment standards. The new Ministry of Labour would operate within the Environment and Resources Development Policy Field, an arrangement which would favour the relationships between government, labour and industry in all aspects. Inspection and regulatory programs, especially those affecting public safety are closely related to similar functions proposed for the Ministry of Public Protection. These activities, together with the Human Rights Commission, would be placed under the jurisdiction of that ministry. The present Department of Labour's industrial training activities would be more suitably located with similar programs in the Ministry of Colleges and Universities.

Although this report deals with the relocation of existing departmental programs within ministries, there are some 250 boards, agencies and commissions which would also be reallocated within ministries and policy fields. The primary objectives in their placement would be to facilitate the political control of their policies and to integrate the agencies, for policy-making purposes, with related ministries.

The C.O.G.P. has already undertaken substantial research and analysis of boards, agencies and commissions. In the case of the Ontario Hydro, because of its size and complexity, a separate Task Force has been established. Recommendations from that Task Force will not be available until the C.O.G.P. recommendations on the placement of other agencies within ministries have been published.

STAFF SUPPORT FOR POLICY MANAGEMENT

The individuals and organizational units comprising the new organization's policy management include the Cabinet, the Policy and Priorities Board, the Management Board, Policy Ministers, Ministers, policy field committees and the Minister of Finance and Intergovernmental Affairs. Each would require staff support and the work of the various staff groups would need to be integrated.

It is proposed that Cabinet continue to be served by a small Secretariat. Within this Secretariat would be a group responsible for supporting the Policy and Priorities Board in the evaluation of program and policy proposals submitted by policy field committees, in the identification of policy issues which clearly do not fall within the responsibility of existing ministries, in the initiation of policy analysis, in the setting of priorities and in the re-evaluation of existing programs and policies.

The Policy Ministers for Social Development, for Environment and Resources Development and for Justice would each be supported by a secretariat of a few highly qualified individuals. The main responsibilities of these policy field secretariats would be to provide their Policy Minister with analytical and evaluative support in the assessment of existing and new policies and programs. These secretariats would also coordinate policy analysis, as needed, among the ministries within their policy field. Finally, the secretariats would be a source of back-up support to the Policy and Priorities Board, as well as providing administrative support to the Policy Minister.

Ministers and the Minister of Finance and Intergovernmental Affairs would be supported by their respective ministries.

Policy field committees and all other Cabinet committees, except the Management Board, would be supplied with a committee secretary from the Cabinet Secretariat. The main responsibility of this committee secretary would be to maintain a consistent format, coordinate the flow of information among the various policy-making bodies and assist in the preparation of agenda and minutes for the policy field committee to which he or she is assigned.

We envisage little or no change in the present make-up of the Cabinet Secretariat. However, the three policy field secretariats would need to be established. Each would be led by a Secretary with the status of a deputy minister, appointed by the Prime Minister. The Secretary in turn would appoint the other members of the secretariat in consultation with other senior officials.

Appointments of the Secretaries and other members of secretariats should be for renewable terms of two to five years. On the whole, it is not desirable to keep a highly qualified individual in a staff position for too long a period of time. The staffing of the secretariats should be based on a

reasonable balance between continuity and a regular infusion of new ideas, perspectives and approaches. This could be achieved by a periodic appraisal of these persons when their appointments come up for renewal.

If the secretariats are to perform their role effectively, their members must consist of people with the highest possible intellectual and professional qualifications. Though, in many cases, members would be seconded from the Public Service, the search for suitable candidates should not be restricted to the Public Service.

It is essential that the greatest possible coordination exist between the Secretaries to the three policy fields, the deputy minister of Finance and Intergovernmental Affairs, the Secretary to the Cabinet, the deputy minister of the Department of the Prime Minister and the Secretary to the Management Board.

Such coordination should ensure that issues have been properly examined, thought through, and related to the requirements of different policy-making bodies before they are presented to Cabinet.

We are, therefore, recommending an advisory and support group to the Policy and Priorities Board, consisting of the above individuals under the chairmanship of the Secretary to the Cabinet.

The members of this group, each responsible to his Minister, would have two main functions:

- ♦ to give the Policy and Priorities Board the information and advice it may need to arrive at decisions
- ♦ to provide coordinated access to staff capability from their support staffs, as required.

Accordingly, we recommend that:

8.20 A small secretariat be established for each policy field to provide the Policy Minister with analytical and administrative support. These appointments should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.

8.21 A Secretary with the status of a deputy minister be appointed to head each policy field secretariat. These appointments, that of the deputy minister of Finance and Intergovernmental Affairs, the Secretary to the Management Board, the Secretary to the Cabinet, and the deputy minister of the Department of the Prime Minister should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.

- 8.22 An advisory and support group of the Policy and Priorities Board be formed, made up of the three policy field Secretaries, the deputy minister of Finance and Intergovernmental Affairs, the deputy minister of the Department of the Prime Minister, the Secretary to the Management Board, and the Secretary to the Cabinet, who would act as Chairman.
- 8.23 The Secretary to the Cabinet provide a committee secretary to the Policy and Priorities Board and each of the other committees of Cabinet, except the Management Board, to assist in the preparation of agenda and minutes, in order to ensure consistency of format and coordination of information flow.

IMPLEMENTATION

The plan for reorganization that we are recommending is of such major proportions that it can only be fully implemented over a period of years.

The key to successful implementation will be the greatest possible involvement of the public servants who will be responsible for making it work. Our recommendations represent the basic framework of the structure and the philosophy on which it is based; but the detailing of the structure, the designing of relationships and systems which will bring it to life, must rest in the hands of those whose lives and roles it will affect. Only they have the experience, the knowledge and the competence to create an organization which is practical, functional and adaptable.

The implementation of projects of a similar kind for other governments in Canada has, on the whole, not lived up to expectations. In this respect, we can learn from the experience of others. To be successful, implementation should be based on the following principles:

- ♦ The Prime Minister and his Ministers should be fully and publicly committed to the principle of a new structure and its implementation.
- ♦ A master plan of implementation strategy should be developed and applied by the Management Board.
- ♦ There must be continuity between the basic study and its implementation. Implementors should have continuing access to those who developed the concepts in the original report.
- ♦ The original report should be viewed as a detailed objective or guide but not as a rigid set of instructions that cannot be modified to meet unforeseen needs.
- ♦ It is vital that realistic targets be set for the implementation process so that the public and the Public Service do not expect too much too soon.

The Management Board would have coordinating and monitoring responsibilities. Task forces under the direction of the deputy ministers within each policy field would implement the processes of organizational change, relying on a high level of involvement of public servants in the various ministries and related agencies. Integration and direction would be provided by the Ministers making up each policy field under the leadership of the Policy Minister.

All those affected by the changes should be encouraged to share fully in the designing of the ministry structures and in the process of implementation. Opportunities for such participation should be as varied and flexible as possible.

The implementation process which we have outlined will have to be nurtured, encouraged and supported if fundamental changes in structure and attitude are to take place. Far from being a one-time effort, it should be viewed as the beginning of a built-in, evolutionary process within the organization of the Provincial Government.

CONCEPTS FOR THE FUTURE

The structure proposed in this report is, we believe, a new way to achieve greater government productivity, effectiveness and responsiveness. Policy fields and the ministerial system will safeguard the accountability of the elected representative and promote better coordination of policy. A further advantage will be its flexibility in the face of changing public needs in the future.

Innovation cannot be a one-time exercise. The process of self-evaluation on the part of government must be continuous. Government must be aware that what is up-to-date and viable today may well be outdated and ineffective at some point in the future. As an operating principle, government must be consciously and constantly sensitive to changes in its environment and always be ready to make modifications in structure and to welcome adaptation and adjustment to change.

This new organization, by its nature, also encourages experimentation, stimulates service to the public and facilitates new concepts of management. It opens the door to creative approaches to the processes of government, particularly innovation in the delivery of programs. Further, it clears the way for a fundamental reordering of program management, a reordering which can only take place over a number of years.

In this section, we discuss five possible extensions to the new structure and some of their implications. These ideas, if implemented, would involve far-reaching change and should be examined in detail. They are, moreover, concepts which call for early experimentation.

We now look at each in turn.

Ministry Offices

Ministries as proposed in this report are in many ways microcosms of the total organization. They consist of a number of units -- a department and an average of ten boards, agencies and commissions -- which are diverse in size, structure and mission. Despite this diversity, the problems and issues with which these units deal are becoming increasingly interrelated. Thus, the conflict between the horizontal problems and the vertical structure of government, which we raised in relation to the organization as a whole, will apply in a less complex way to many ministries.

Reporting relationships within portfolios now vary enormously. Some boards, agencies and commissions report directly to the Minister, others to the deputy minister, with the result that there is at present no integrative unit other than the Minister himself dealing with these interrelated problems. Given the time demands on the Minister and the small size of his present staff, many agencies operate with almost complete autonomy, experiencing little or no integration with the rest of the portfolio or with the rest of the government.

One way to achieve integration and coordination within a ministry would be to establish a Ministry Office. This would involve an office headed by a Minister supported by a small but highly capable staff, responsible for advising the Minister on policy and priorities and for coordinating and evaluating ministry programs. While the department within the Ministry, and the agencies would report to the Ministry Office, the head of each unit would have direct access to the Minister. On the other hand, the Minister would now have the staff capability to study information coming from the various administrative units, to ask questions on policy and operation, and to integrate policy within the ministry and throughout the government.

Some key implications of a Ministry Office are that it would provide a Minister with added support, integrate policy among the organizational units within a ministry and provide a further means of separating policy-making from program delivery. As part of the wider question of integration and coordination, the Ministry Office concept may have immediate applicability in relation to our proposed structure and we shall be giving it further consideration.

Separation of Policy-making and Program Delivery

One extension to the concept of Policy Ministers and policy fields would be the separation of policy-making and program delivery within ministries. This could be achieved by delegating to agencies all managerial responsibility for program delivery. To arrive at this result, two structural changes would be required: first, the establishment of a Ministry Office, as outlined above; second, the transfer of departmental programs to agencies.

A system of program delivery by agencies would have a number of advantages and could be achieved in a variety of ways. For example, agencies could continue to report to a Minister and be accountable entirely to him in the manner proposed in the earlier sections of this report. In other words, the ministry concept described earlier would be maintained, with the exception that delivery of programs of the ministry would be exclusively in the hands of boards, agencies and commissions.

Another possibility would be to have agencies accountable to, and deliver different programs on behalf of, more than one Minister. Under this alternative, an agency, by being answerable to more than one Minister would, in effect, not be a unit of any one ministry.

A further possible variation would be for a ministry to contract for program delivery with agencies both inside and outside the government.

Under each of these alternatives, agencies would have no policy-making responsibilities but, because of their close contact with users, would serve as important channels for public opinion in regard to desirable modifications in policy. Other avenues, such as advisory councils of citizens,

could be opened to supplement advice from agencies and from the Minister's staff.

Ministers, supported by the Ministry Offices, would continue to be responsible for policy development and for the quality of programs delivered by agencies.

Contract Mechanisms

Government contracts for services with the private sector are not new. They exist in such diverse areas as highway and building construction, temporary staff, building security and the supply of office stationery and equipment. The contract system can provide effective criteria for evaluating a supplier's performance.

One way of widening the use of contracts for government programs would be through the issuance of *Requests for Proposals* whereby the government would invite public and/or private agencies to bid on the delivery of services. Contracts would cover program specifications, criteria for desired performance and costs. Delivery agencies would provide the organizational diversity needed to ensure that management of programs would be well adapted to each task. There would be a clear need for dialogue between the agencies and the policy-makers, so that experience gained in delivering the service would help in reshaping the program's objectives.

Widely applied, this concept could result in significant reprivatization, that is, the delegation of a substantial degree of responsibility for program delivery to agencies outside the government. Its primary advantages would be greater flexibility and access to sources previously untapped.

A large proportion of the funds spent by the government is, at the present time, paid to private or semi-private agencies to meet government objectives. Emphasis on reprivatization would increase this proportion, but in a very different way. Currently, the bulk of the funds so used are paid to private agencies for programs which support government policy. Reprivatization would imply a more active role on the part of the government in seeking out contractors -- either government or private -- who can meet the specific needs of government policy. It would be a process of negotiation on both ends and means and one which could ensure fidelity to policy as well as efficiency of delivery.

In the future, selective reprivatization of program delivery could tap community skills and resources needed to meet policy objectives. These skills may be found in non-profit organizations, in private, profit-oriented corporations, or in community corporations organized by special interest groups.

Organizational Decentralization

Organizational diversity is one of the major themes of this report. Its importance in the future could be even greater. Specialized programs would need specialized organizational patterns to fulfil their objectives effectively and efficiently. These programs would need to be closely adapted to their particular task and to the segment of the community they serve. The result could be program delivery agencies with significantly different management styles, orientations and approaches. In short, it would reflect the belief that there is no single best way to organize or to manage.

The process of decentralizing delivery mechanisms to regional centres or local government bodies could become an important aspect of future diversity. This could have several desirable effects. First, regional program delivery could become more sensitive to the needs of particular areas. Second, it could provide more opportunities for citizen participation in the decision-making process. Third, it could create greater opportunities for coordinating the delivery of services at the local level.

Delegation of responsibility for program delivery on a regional basis in the future would not necessarily apply to all programs. Some might not lend themselves to regional delivery. Many programs, on the other hand, could benefit.

Citizen Contribution to Government Decision-making

Today, the terms 'citizen involvement' and 'citizen participation' are frequently-heard expressions of a public concern. Both encompass a wide variety of activities. Voting, itself, is a form of participation or involvement. A strong and valid case can be made for developing more channels through which citizens can make a more meaningful contribution to the policy and decision-making process of government.

The arguments usually advanced in favour of increasing citizen participation in government decision-making are:

- ♦ Government (municipal, provincial and federal) is touching on more and more aspects of the individual citizen's working and leisure life. It follows that his need, and certainly his right, to influence the effects of government on his existence must be honoured in ways which go beyond his right to vote.
- ♦ One consequence of Ontario's high standards of education is a greater intellectual ability and a desire on the part of some citizens to make a contribution, beyond voting, to the process of government.
- ♦ There are citizens, usually unorganized, who have great difficulty making their desires known to government. Among them are the poor, the elderly, the young and new residents

unfamiliar with our system. Yet, without their participation, the programs meant primarily for their benefit will not respond most productively to their needs.

- ♦ As government grows in size, an increasing sense of alienation tends to develop between a large bureaucracy and the individual citizen. This can only be overcome if government has an open information policy and welcomes ideas, points of view and recommendations from individual citizens as well as from organized special interest groups.

It can be claimed that the more citizens are able to contribute, the slower the decision-making process becomes, since many opinions and pressures must be considered. No government can please all of the people all of the time. While public participation may well slow down the decision-making process, it may also help to assure that the decisions taken are acceptable to most of the people most of the time. Consequently, if means can be created to increase government responsiveness to the needs and ideas of citizens, both the public and the government will benefit.

As this report is being written, C.O.G.P. has underway a study concerned with public access to government information and with means by which the flow of information from the public can be improved.

A second study in progress looks at the mechanisms for increasing citizen involvement which are now being tried or suggested. It will also raise some issues and questions which adoption of such mechanisms might pose. For example, would increased citizen involvement modify the roles of the politician and the civil servant? To what extent would greater citizen involvement interfere with planning as an instrument of policy development? Would it interfere with methods of achieving economies of scale? Would it affect the principles of financial probity? Would it not tend to emphasize parochial considerations even more than is now the case?

In the foregoing pages we have discussed five possible extensions to the structure proposed in this report. These ideas, if acted upon now, would bring about far-reaching change and might therefore take a decade or more to implement. While they are not offered as specific recommendations, we believe they are innovations which government should make the object of examination, thought and experimentation.

SUMMARY OF RECOMMENDATIONS

Interim Report Number One

The C.O.G.P. recommended that:

1. THE AUDIT FUNCTION

- 1.1 The Audit Act be amended to remove from it the requirement for the Provincial Auditor to examine requisitions for expenditure of funds within approved appropriations before a cheque may be issued.
- 1.2 The present pre-audit function be transferred to the Comptroller of Accounts as an interim step.
- 1.3 The Treasurer of Ontario be empowered, on the advice of the Comptroller of Accounts, to transfer the pre-auditing function to departments as they demonstrate their capabilities to maintain adequate legal and accounting controls of expenditure.
- 1.4 The Provincial Auditor assume the role of financial auditor of accounting systems and transactions.
- 1.5 The Comptroller of Accounts establish criteria for the adequacy of accounting system performance, measure the effectiveness of each department's system against the established criteria and develop a plan to upgrade those systems found wanting.

2. DEVELOPMENT OF TOP ADMINISTRATORS

- 2.1 That the government formulate a policy and implement a planned program designed to give selected managers the opportunity to obtain 'corporate', inter-departmental experience. Since the example of style in management comes from the top, this program should initially be limited to a group of approximately 100 people: deputy ministers, assistant deputy ministers, heads of ministerial agencies and equivalent ranks.

3. MANAGEMENT OF SUPPLY AND SERVICES

- 3.1 The Treasury Board be responsible for the approval and publication of the Government's purchasing and supply policies and procedures.

- 3.2 The Central Supply Division, Department of Public Works, be responsible for developing policies and procedures for the approval of Treasury Board.
- 3.3 The role of the Central Purchasing Committee be modified to that of an advisory committee.
- 3.4 Central Duplicating should be the only large government duplicating facility serving all departments that are within easy access of the Queen's Park complex. Treasury Board will be responsible for deciding whether users can justify their own facilities based on remoteness.
- 3.5 Departments should be responsible for the operation of copy centres for small volume and urgent work.

4. PARLIAMENTARY ASSISTANTS

- 4.1 Parliamentary Assistants be appointed to provide specialized assistance for ministers in charge of major departments.

5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.1 The government consider the increased use of Cabinet committees and the provision of the necessary support staff.

6. TASK FORCES

- 6.1 The government consider making increased use of task forces, as defined by the C.O.G.P., to tackle problems crossing functional lines or involving more than one department or agency.

Interim Report Number Two

The C.O.G.P. recommended that:

5. CABINET COMMITTEES AND SUPPORT STAFF

- 5.2 The Cabinet establish two senior Cabinet committees, the Policy and Priorities Committee and the Management Committee.
- 5.3 The chairmen of these committees be ministers without operating responsibility.
- 5.4 The Cabinet establish a Legislation Committee.

- 5.5 The Cabinet establish Coordinating Committees.
- 5.6 The Cabinet committees be supported by additional secretarial resources.
- 5.7 The Cabinet accept more formalized procedures.

7. INTEGRATION OF PAYROLL AND PERSONNEL INFORMATION

- 7.1 A system of centrally collecting basic data on employees which is integrated with the central payroll system be approved and that a program of integration be implemented.

Interim Report Number Three

The C.O.G.P. recommends that:

8. STRUCTURE OF GOVERNMENT

- 8.1 Policy Ministers without operating responsibilities be appointed to devote full-time attention to setting priorities, to providing leadership in policy development, and to coordinating related programs of government within their respective policy fields.
- 8.2 The Policy and Priorities Board of the Cabinet be composed of the Prime Minister as Chairman, the Chairman of the Management Board of Cabinet, the Minister of Finance and Intergovernmental Affairs, and the Policy Ministers.
- 8.3 A Social Development Policy Field be established containing the following Ministries: Colleges and Universities, Education, Health, and Housing and Social Services.
- 8.4 An Environment and Resources Development Policy Field be established containing the following Ministries: Agriculture and Food, Environment, Labour, Natural Resources, Trade and Industry, and Transportation and Communications.
- 8.5 A Justice Policy Field be established containing the following Ministries: Attorney General, Correctional Services, Public Protection.
- 8.6 Policy field committees of Cabinet be established. In each case, the membership of these committees would be all of the Ministers within a particular policy field, chaired by their Policy Minister.

- 8.7 A Ministry of Finance and Intergovernmental Affairs be established.
- 8.8 Parliamentary Assistants be appointed to assist the Minister of Finance and Intergovernmental Affairs.
- 8.9 A Ministry of Revenue and Government Services be established, with primary responsibility for:
- a) administering the collection of revenues, and
 - b) the provision of common services.
- 8.10 The Minister of Revenue and Government Services be a member of the Management Board.
- 8.11 The following principles be applied in the delivery of common services:
- a) policy and standards on the delivery and use of common services be approved and promulgated by the Management Board;
 - b) charges for services provided by the Ministry of Revenue and Government Services be levied to customer ministries on a full-cost basis;
 - c) ministries be allowed to obtain services within or outside the Government;
 - d) some of the common services need not be centralized under the Ministry of Revenue and Government Services but could be delegated to units within ministries that have specialized expertise.
- 8.12 The Management Board consist of a full-time Chairman, at least one Minister from each policy field, the Minister of Finance and Intergovernmental Affairs, and the Minister of Revenue and Government Services.
- 8.13 The Chairman of the Civil Service Commission report to the Chairman of the Management Board.
- 8.14 The Department of the Civil Service cease to exist and that its staff become the staff of the Civil Service Commission.
- 8.15 The Chairman of the Civil Service Commission cease to be known as the deputy minister of the Department of the Civil Service, but that he continue to have deputy minister status.

- 8.16 One or more Commissioners with personnel expertise be appointed to the Civil Service Commission from outside the Public Service.
- 8.17 The Civil Service Commission continue to provide advice on personnel policy to the Management Board and personnel services to ministries. Ministries be allowed to provide such personnel services as recruiting and staff training for themselves or be given the option of purchasing such services either from the Civil Service Commission or from outside Government.
- 8.18 The decision to leave the central supply of personnel services within the Government with the Civil Service Commission be reviewed by the Management Board within 5 years, with the object of transferring some of those services to the Ministry of Revenue and Government Services.
- 8.19 The Management Board restrict itself to control functions and that all service functions, except those affecting personnel, be transferred to the Ministry of Revenue and Government Services.
- 8.20 A small secretariat be established for each policy field to provide the Policy Minister with analytical and administrative support. These appointments should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.
- 8.21 A Secretary with the status of a deputy minister be appointed to head each policy field secretariat. These appointments, that of the Deputy Minister of Finance and Intergovernmental Affairs, the Secretary to the Management Board, the Secretary to the Cabinet, and the Deputy Minister of the Department of the Prime Minister should be for a specific, renewable term (2 to 5 years). The search for suitable candidates should not be restricted to the Public Service.
- 8.22 An advisory and support group for the Policy and Priorities Board be formed, made up of the three policy field Secretaries, the Deputy Minister of Finance and Intergovernmental Affairs, the Deputy Minister of the Department of the Prime Minister, the Secretary to the Management Board, and the Secretary to the Cabinet, who would act as Chairman.

- 8.23** The Secretary to the Cabinet provide a committee secretary to the Policy and Priorities Board and each of the other committees of Cabinet, except the Management Board, to assist in the preparation of agenda and minutes, in order to ensure consistency of format and coordination of information flow.

APPENDICES

APPENDIX 1



ONTARIO
EXECUTIVE COUNCIL OFFICE

OC-4689/69

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 23rd day of December, A.D. 1969.

Upon the recommendation of the Honourable the Treasurer of Ontario and Minister of Economics, the Committee of Council advise that a special Committee, consisting of the following persons:

| | |
|-----------------|----------|
| J.B. Cronyn | Chairman |
| G.H.U. Bayly | Member |
| C.E. Brannan | Member |
| A.R. Dick, Q.C. | Member |
| C.C. Hay | Member |
| G.R. Heffernan | Member |
| H.I. Macdonald | Member |
| A. Powis | Member |
| J.K. Reynolds | Member |
| R.D. Wolfe | Member |

be appointed to inquire into all matters pertaining to the management of the Government of Ontario and to make such recommendations as in its opinion will improve the efficiency and the effectiveness of the Government of Ontario.

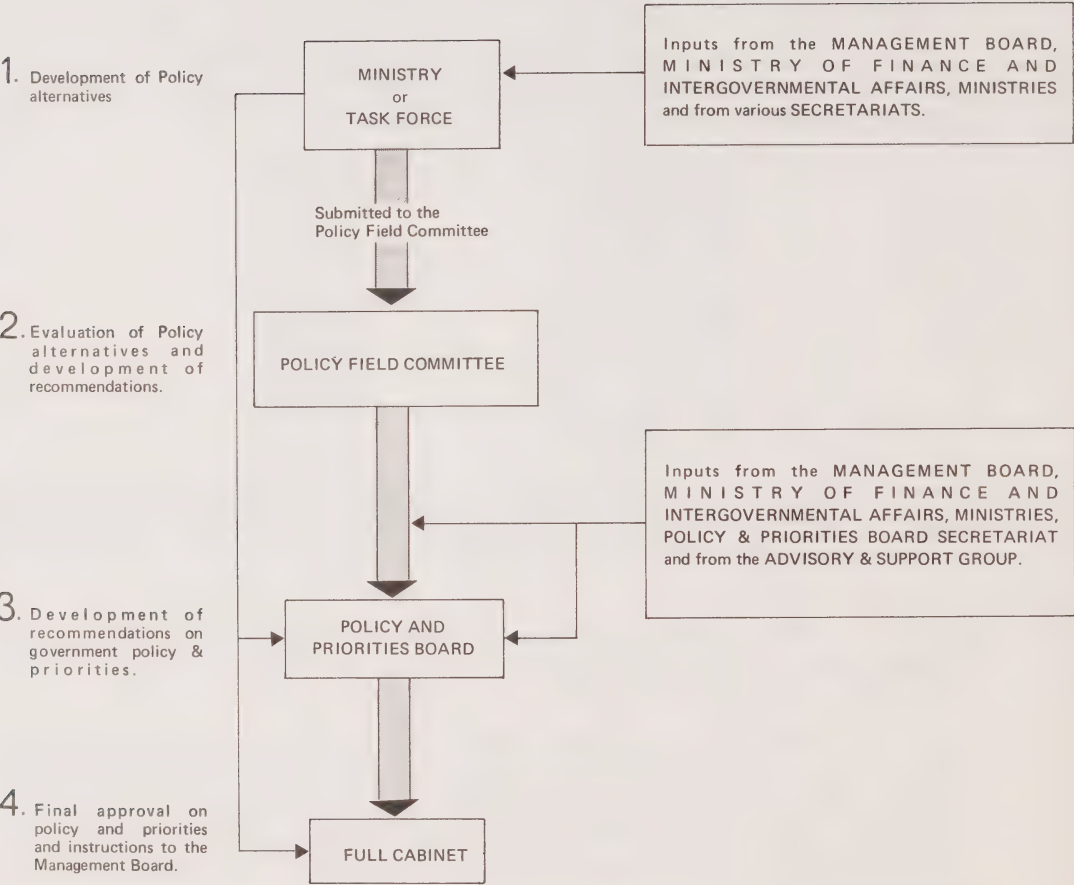
The Committee further advise that this inquiry to be known as the Productivity Improvement Project, not extend to the institution of the Legislative Assembly of Ontario.

And the Committee further advise that the Committee be authorized to adopt such procedures and methods as it from time to time deems expedient for the proper conduct of the inquiry and to engage the services of such counsel, staff, and technical advisers as it may require at rates of remuneration and reimbursement to be approved by Treasury Board.

Certified

Clerk Executive Council.

A PROPOSED POLICY-MAKING PROCESS



APPENDIX 2

PROCESS FOR CABINET CONSIDERATION OF POLICY ISSUES

The new organization discussed in this report would be incomplete if the description were restricted to structure alone. Process is equally important as it puts life into the structural framework and relates individual roles and responsibilities one to another.

The process by which the Cabinet considers a policy issue, as described in our Second Interim Report, assumed that normally all issues coming before Cabinet would have been thoroughly researched and considered by at least one committee of Cabinet. This assumption is still valid for the policy-making process implicit in this report.

While there will no doubt be exceptions, for example, in matters of extreme urgency, these should not come about through a failure to schedule the tabling of an issue with sufficient lead time. What constitutes extreme urgency is a question that would have to be cleared with the Prime Minister.

Shown schematically in the chart opposite this page is a four-step process, similar to the one proposed in our earlier report, for the development and evaluation of policy proposals and for the setting of government priorities. While the proposed process would deal primarily with new policy proposals, it would also involve the reevaluation of policy relating to selected continuing programs. The priority-setting stage therefore would involve evaluating the relative importance of both proposed and current government programs. It should be stressed that what is described here is a highly condensed version of the numerous steps involved in the overall process by which the Cabinet considers policy issues.

The four-step process begins with the development of policy alternatives. This assumes that a policy issue has already been identified and that policy analysis has already been initiated. Policy analysis could have been initiated by the Cabinet, the Prime Minister, Policy Ministers, Ministers, the Minister of Finance and Intergovernmental Affairs, or any of the policy field committees.

Step One

The development of policy alternatives would normally be undertaken by a ministry or task force in close consultation with the appropriate Policy Minister. The increasingly interdependent nature of policy issues would often require that several ministries be consulted during the early stages of development. The Ministry of Finance and Intergovernmental Affairs, for example, which would have responsibility in the areas of regional development, intergovernmental relations, and taxation and fiscal policy, would have an interest in a large number of the policy

proposals. In addition to inter-ministerial consultation, the Management Board Secretariat would review the reasonableness of the estimated, multi-year costs of a policy proposal and would comment on its administrative implications.

Once the policy proposal is developed, it would normally be routed to the appropriate policy field committee. Matters of extreme urgency, however, might, with the express permission of the Prime Minister, be presented directly to the Policy and Priorities Board, or to full Cabinet. Certain other types of issues, for example, those put forward by a task force appointed by the Policy and Priorities Board, or those encompassing several policy field committees, would also be routed directly to the Policy and Priorities Board.

Step Two

The appropriate policy field committee would examine the alternatives being proposed and would recommend acceptance, rejection or modification of the proposal, or would refer the matter back to the ministry concerned for further clarification. Ministers and their staff would have the opportunity to make a direct presentation of their proposals to these policy field committees. In addition, any interested Minister from another policy field could attend. Each Policy Minister would chair a policy field committee.

The decisions of the policy field committees, with their financial implications, would then be directed to the Policy and Priorities Board as recommendations. Referring all such decisions to the Policy and Priorities Board would ensure that priorities would be set within the context of the whole range of government programs, with due consideration of overall taxation and fiscal implications.

Should a policy field committee not be able to agree on a policy recommendation, the issue would be referred to the Policy and Priorities Board for discussion and resolution.

Step Three

At this stage, the focus would shift from examining the merits of a single policy issue to evaluating the relative priorities of a number of approved policy proposals together with the existing policies and programs of the government.

The principal priority-setting process would take place each year during the initial stages of the budgetary process and would be the means by which estimate guidelines would be developed for ministries. While the budget year and the year immediately following are the most crucial from the standpoint of program management and the financing of the government's programs, the implications of the priorities established must be

considered over a longer time frame. The chief concern would be to ensure that the growth of existing programs, plus the maturing of new programs, do not over-extend financial and other resources in the future. Priority-setting in a longer time frame also helps to identify emerging financial or program implementation problems before they reach crisis proportions.

In recommending priorities to the Cabinet, the Policy and Priorities Board would be guided by the advice of the Management Board on the administrative and organizational implications of the policies and programs. In addition, the Management Board would advise on the financial implications of the various alternatives in relation to such resources as personnel, data processing, common services, accommodations, and on the efficient use of these resources for both proposed and current government programs. Similarly, the Ministry of Finance and Intergovernmental Affairs would comment on the financing, taxation, fiscal policy and intergovernmental aspects of the priority alternatives as well as their broad economic impact. Other ministries could also be consulted on policy consistency, as required.

Step Four

The Cabinet would give final approval to both policy and priority recommendations received from the Policy and Priorities Board. All Ministers would have the opportunity to question and discuss any recommendation pending Cabinet approval. The Cabinet Secretariat would convey decisions to the Management Board, to the appropriate ministries on the implementation of policy and to all Policy Ministers.

The collective responsibility of Cabinet for Government policy would be in no way undermined or diminished by the policy field committees or the Policy and Priorities Board. Rather, the process would greatly enhance the Cabinet's capability for effective policy development and priority-setting.

GLOSSARY

Policy and Priorities Board of Cabinet would be composed of the Prime Minister as Chairman, the Chairman of the Management Board, the Minister of Finance and Intergovernmental Affairs and the Policy Ministers. It would evaluate all major proposals coming from policy field committees and task forces and would advise Cabinet on overall government programs and priorities. It could initiate the re-evaluation of selected programs and identify and initiate analysis on policy issues not falling within any ministerial responsibility.

Management Board of Cabinet would be composed of its Chairman, at least one Minister from each policy field, the Minister of Finance and Intergovernmental Affairs and the Minister of Revenue and Government Services. It would be the Cabinet committee responsible for program management. It would be responsible for program analysis, ministerial estimates, overall organizational design and policy on personnel, common services and management improvement.

Policy fields are reasonably self-contained areas of public affairs, each of which corresponds to a major purpose of government. Included in each field are those related ministerial programs and activities which are designed to achieve that purpose. Policy fields are structured to encourage full, coordinated discussion of all policy submissions emanating from ministries.

Policy Field Committees would be Cabinet committees composed of the Ministers within a policy field and chaired by the appropriate Policy Minister. Policy submissions developed by the ministries within the policy field would be fully discussed in these committees before going to the Policy and Priorities Board. These committees would also review ongoing programs within the policy field and identify new program areas.

A Policy Minister would chair a policy field committee and would lead in initiating new policies and programs within the policy field. He would anticipate emerging issues and test public reaction to proposed policies through the use of such devices as "white" or "green" papers. He would serve as a link between a policy field committee and the Policy and Priorities Board. He would be a Minister with no program responsibilities.

A Minister would be chief executive of a ministry. He would develop and interpret policy within the context of this ministry and oversee the management of its programs. He would be a member of a policy field committee and within that committee would, in conjunction with his colleagues, develop a coordinated and integrated approach to overall government policy.

A ministry comprises a traditional department of government and its related agencies, boards, and commissions.

The Policy Field for Social Development would be concerned with the well-being of individuals and families and would foster the development of favourable social conditions for the citizens of the province.

The Policy Field for Environment and Resources Development would be concerned with the planned development of provincial resources in the broadest sense. This would include the consideration of issues relating to provision of employment, availability of

both services and opportunities for outdoor recreation, pollution control, and the planning and development of all modes of transportation.

The Policy Field for Justice would focus on the traditional responsibilities of the Government in regard to the established legal system and administration of the Courts, as well as on the protection of the basic rights of the citizens of the province.

The Ministry of Finance and Intergovernmental Affairs would maintain a suitable balance between the policies of the several governments which affect the people of Ontario. The ministry would maintain appropriate financial relationships between governments.

The Ministry of Revenue and Government Services would be responsible for administering the collection of most of the government's revenue. It would also provide most of the centralized support services to the other ministries.

APPENDIX 4

STRUCTURE OF GOVERNMENT STUDY

| | |
|---|---|
| Dr. J. D. Fleck | Study Director |
| Apex Project | Dr. J. D. Fleck, Project Director |
| Departments, Boards Agencies and Commissions Project | A. R. Aird, Project Director Partner-in-Charge P.S. Ross and Partners |
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